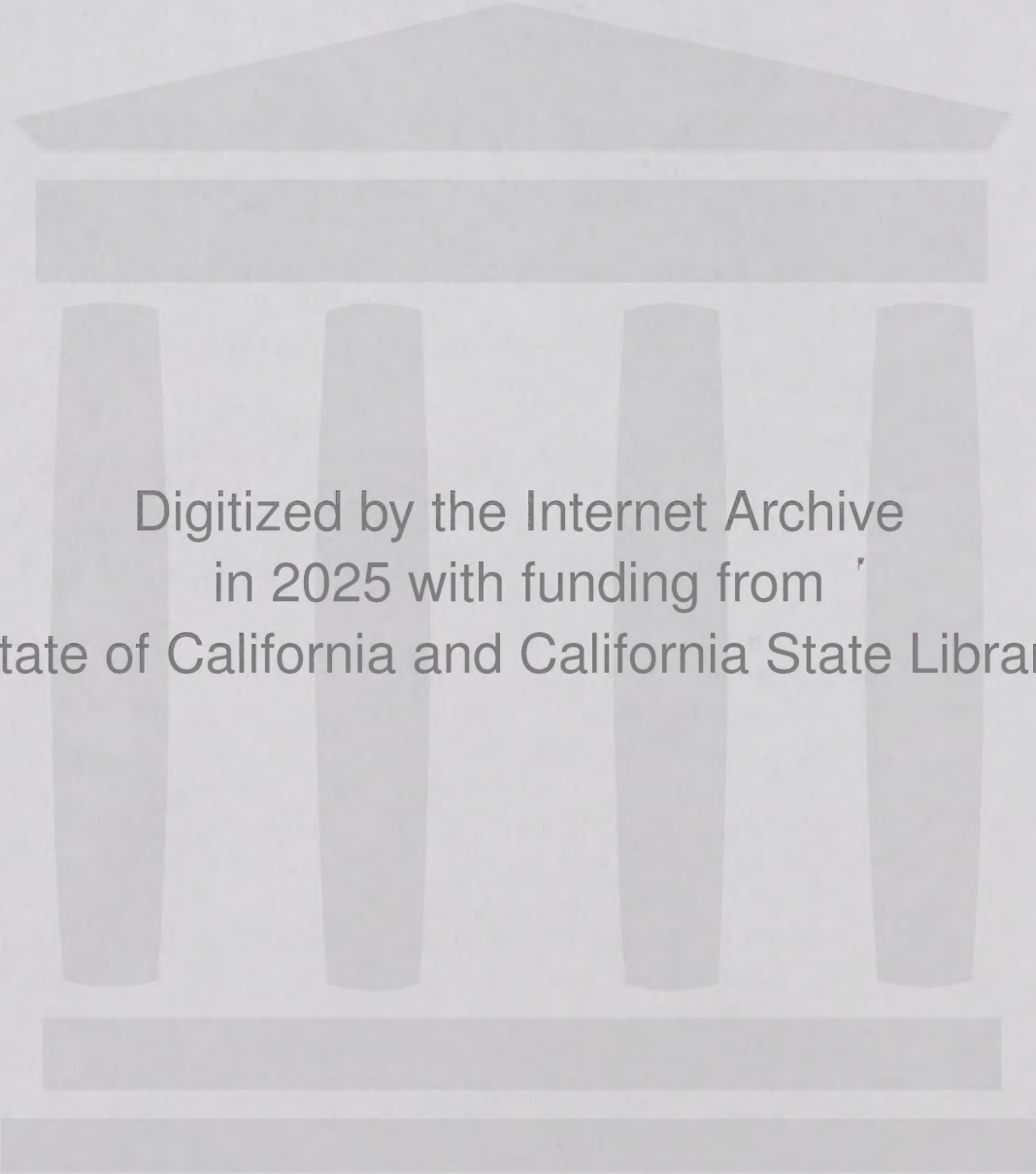


# Estuary Plan & EIR Review Schedule Revised 5/20/98

May 19, 1998	Board of Port Commission Work Session, 530 Water Street, Board Room, 3:00pm
May 20, 1998	City Planning Commission Work Session, City Hall, Hearing Room 1, 4:00pm
June 5, 1998	Draft Environmental Impact Report (EIR) available to public at 4:00pm at 1330 Broadway, Suite 310 45 day public comment and review period begins
June 8, 1998	Landmarks Board Meeting, City Hall, Hearing Room 1, 4:00pm
June 9, 1998	Board of Port Commission Work Session, 530 Water Street, Port Board Room, 3:00pm
June 18, 1998	<b>Joint City Planning Commission and Board of Port Commissioners Public Hearing on the Draft Estuary Plan and Draft EIR</b>
June 23, 1998	Board of Port Commission Work Session, 530 Water Street, Board Room, 3:00pm
July 20, 1998	45 day public comment period on EIR ends Written comments on Draft EIR due no later than 4:00pm at 1330 Broadway, Suite 310, Attn: Andrew Altman, Chief of Strategic Planning
August 4, 1998	Board of Port Commission considers Estuary Plan, 530 Water Street, Board Room
August 19, 1998	City Planning Commission considers the Estuary Plan and EIR, City Hall, Hearing Room 1
September, 1998	Oakland City Council considers Estuary Plan and EIR, Council Chambers



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# Oakland Estuary Plan



651  
*Prepared for the Port of Oakland and the City of Oakland*

*by ROMA Design Group in association with Gabriel Roche, Hausrath Economics Group and Hansen/Murakami/Eshima*

*Draft: February 1998*





# Oakland Estuary Plan

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*Prepared for the Port of Oakland and the City of Oakland*

*by ROMA Design Group in association with Gabriel Roche, Hausrath Economics Group and Hansen/Murakami/Eshima*

*Draft: February 1998*

# Oakland Estuary Plan

Report for the Board of Directors of the City of Oakland  
Submitted by the City of Oakland, California  
March 1994



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## Executive Summary

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As the twenty-first century approaches, national and international trends have created new opportunities for the urban waterfront and its role within the city. Recognizing this potential and the strategic nature of the Estuary, the Port and City have undertaken the preparation of this plan to reinforce Oakland's identity as a livable city on the bay.

The Estuary Plan includes objectives, policies and implementation measures for the future of the area between Adeline Street and 66th Avenue. The plan is a result of community concerns articulated by the League of Women Voters and the goals, objectives and policies established by the General Plan Congress. The basic premise of the plan and its preceding efforts is that the Estuary is a resource of citywide and

regional significance. This area cannot be viewed as a single-purpose district isolated from the city, but rather as a diverse and multifaceted place that connects the city and the bay.

The Estuary Plan calls for a system of open spaces that provides the opportunity for recreational use, fosters environmental enhancement and interpretive experiences, becomes a visual amenity, and establishes significant gathering places. A necklace of individual open spaces and parks will be developed comprising more than 55 acres of land, connected by a continuous landscaped parkway with promenades, bikeways and shoreline trails. New parks will be built at the mouth of the Lake Merritt Channel and Ninth Avenue

Terminal, as well as at Union Point and within the Jack London District.

The Estuary Plan proposes a variety of uses that will strengthen Oakland's position as an urban center and accommodate growth and development that complements the downtown and adjacent neighborhoods. The plan proposes the preservation of industrial areas, which are necessary to support Oakland's port, as well as its role in food processing, manufacturing and distribution. The plan reinforces the Jack London District for a mixture of retail, dining, entertainment and visitor-serving uses oriented to significant gathering places and public access areas along the water. In addition, the emerging trend toward loft-type residential and off-price retail estab-

lishments in the Jack London District is encouraged to continue.

The plan creates opportunities for new uses and proposes the large-scale transformation of the area from the Lake Merritt Channel to the Ninth Avenue Terminal into a mix of artisan work/live lofts, and hotel, cultural and commercial-recreational uses that will complement the planned open spaces and parks along the water. Within a mixed-use context, the plan strengthens the livability of existing and future residential development within the Kennedy Tract, and creates new opportunities for small-scale office, business and commercial establishments. In certain areas (e.g., around the Con-Agra facility in the San Antonio/Fruitvale District), the plan supports the retention of existing industries, but acknowledges that they may relocate for a variety of reasons, and therefore establishes land use priorities for an appropriate transition to new urban development in the future.

The Estuary Plan also proposes significant improvements to the transportation system,

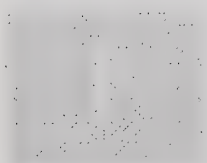
to improve both regional and local access. The proposed circulation system is aimed at reducing the barrier effect of the freeway by clarifying on and off ramps and by improving local vehicular access to inland areas. The plan calls for the creation of a continuous landscaped recreational parkway, accommodating pedestrians and bicycles as well as transit and vehicular access along the entire five-and-a-half-mile length of waterfront, from 66th Avenue to the Jack London District. This parkway will knit together the diverse parts of the Estuary shoreline, contributing to the identity of Oakland as a waterfront city and to a sense of orientation within the district.

The Estuary Plan emphasizes the connection between waterfront uses and inland areas. It calls for development in the Jack London District to create a stronger connection to the center city by extending waterfront activities along Lower Broadway, toward the downtown. Development of the area between Estuary Park and the Ninth Avenue Terminal will create a significant gathering place for the city as a whole as

well as significant new uses that will link to a larger open space system along Fifth Avenue and the Lake Merritt Channel to Lake Merritt and inland neighborhoods. The improvement and development of the Embarcadero Cove is planned to create additional windows to the Estuary. The development of a new park at Union Point and improvements to the shoreline will create a new focus along the water for San Antonio, Fruitvale, and other inland neighborhoods. Extension of the Martin Luther King, Jr. Regional Shoreline westward to High Street will also provide open space opportunities for the Central East Oakland neighborhood.

Finally, the Estuary Plan establishes specific programs and strategies for implementation of the planning objectives. It includes regulatory, institutional and financing policies that will guide conservation and development of the Estuary area over the next 20 years and beyond.





# Background



*The 5.5-mile long Estuary Planning Area extends from Adeline Street on the west to 66th Avenue on the east.*



# Introduction

---

In 1996, the Port and City of Oakland embarked on an unprecedented cooperative effort to develop the first plan in Oakland's history focused specifically on the Estuary shoreline (Figure I-1). The Estuary Plan represents an effort conducted over a period of approximately 18 months to prepare a plan for five-and-a-half miles of urban waterfront within the heart of the city and port. This effort encompasses a planning area extending from Adeline Street to 66th Avenue, and includes all of the lands on the water side of I-880 within Port and City jurisdiction. The study area touches many of the city's neighborhoods as well as downtown, and is bracketed at the ends by Oakland's airport and seaport (Figure I-2).

Oakland can claim the most extensive and diverse bay shoreline of any community in

the region. Yet, for many, the experience of the Oakland waterfront is fragmented—limited to specific areas, such as the highly visible shipping terminals or the commercial activities and special events at Jack London Square. Although its shoreline extends for 19 miles along the edge of the city, Oakland is more often viewed as an inland gateway at the hub of multiple rail and highway corridors than as a waterfront city.

In recent years, community values with respect to the waterfront have increasingly focused on public access, environmental quality, civic image and identity, recreation, and other publicly oriented activities. In the early 1990s, public dialogue around Oakland's waterfront began with the update of the Open Space, Conservation and Recreation Element of the General Plan. At

about the same time, publication of a report by the League of Women Voters focused on the waterfront and furthered Oakland's emerging identity as a waterfront city. This report became a call to action for waterfront advocates and the community at large.

The efforts of the League of Women Voters spawned the Waterfront Coalition, a grassroots citizen's organization that, in turn, sparked even broader interest and support for waterfront revitalization. In 1995, a Waterfront Charrette was sponsored by the City and the Port to help formulate goals for the waterfront that would, in turn, inform the General Plan update. A Waterfront Subcommittee of the General Plan Congress was formed, and in 1996 published its draft Goals, Objectives and Policies report for the entire waterfront

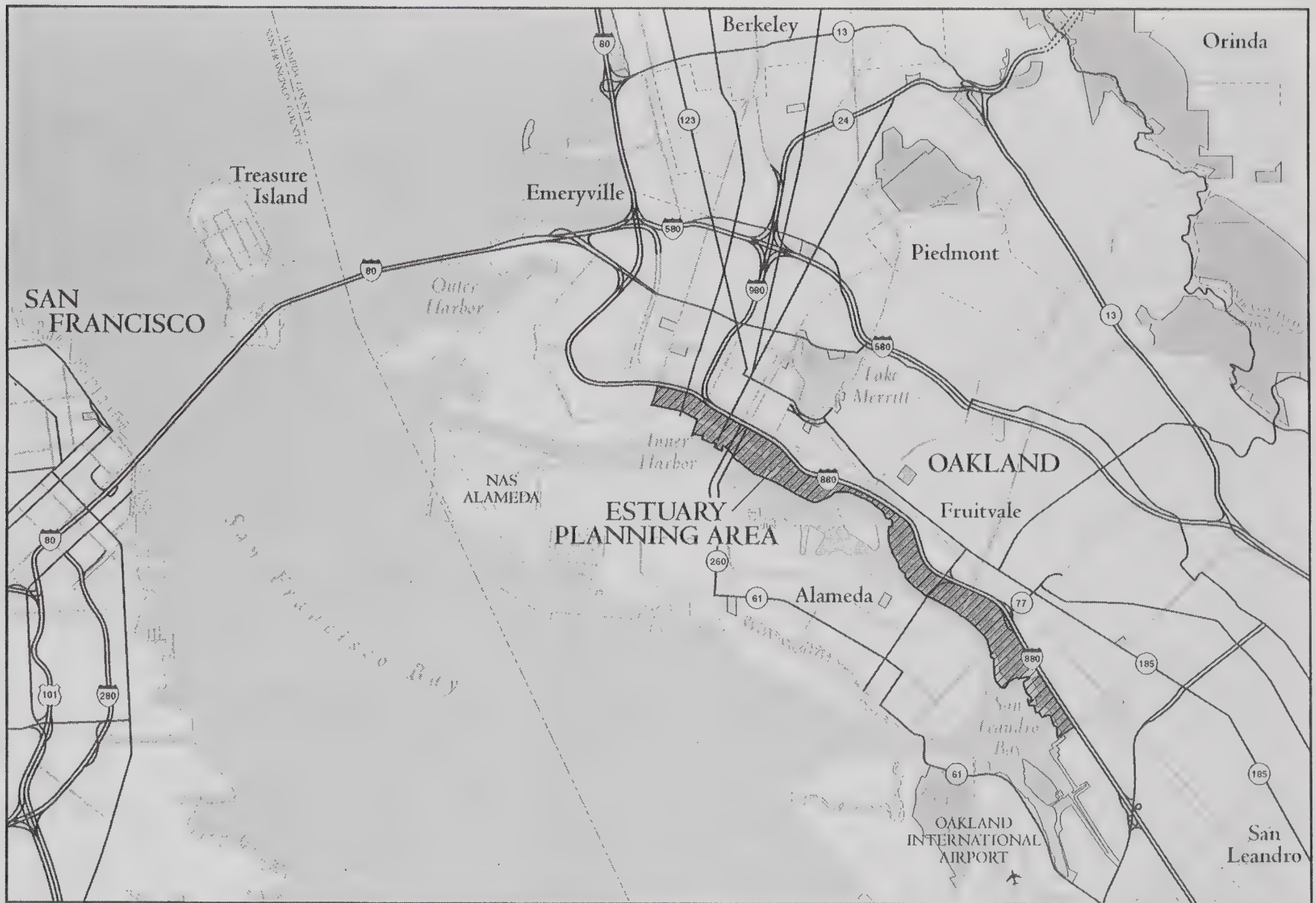


FIGURE I-1: Regional Context



area. One of these policies specified the need for more detailed study and planning in the Estuary portion of the waterfront, which was recognized as having greater potential for redevelopment, publicly oriented activities, and enhanced public access.

The Estuary Plan project has been undertaken as a joint effort by the Port of Oakland and the City of Oakland. The plan incorporates comments and input from other public agencies, including the Bay Conservation and Development Commission (BCDC), East Bay Regional Parks District, the Trust for Public Lands, the City of Oakland Life Enrichment Agency—Parks, Recreation and Cultural Services, and the Oakland Museum. Draft concepts and recommendations were presented to the City-Port Liaison Committee, the City Planning Commission, and the Board of Port Commissioners. Guidance, input, and direction in the planning process were also provided by the Estuary Advisory Committee, a diverse group representing a broad spectrum of community interests. The advisory group was facilitated by the nonprofit organization Oakland Sharing the Vision. This group



FIGURE 1-2: Oakland Neighborhoods Adjacent to Estuary

also helped facilitate the community involvement process. Members of the Advisory Committee committed significant energy and effort to shaping the planning effort. They met nine times in public sessions, and hosted a public workshop with consultants and staff.

To assist in preparing the Estuary Plan, the Port and City engaged a team of consultants led by ROMA Design Group. ROMA served as the lead firm, responsible for urban design and planning, directing the efforts of an Oakland-based team of consultants, including Hansen/Murakami/Eshima, associated architects; Hausrath Economics Group, urban economists; Gabriel-Roche, Inc., public participation and transportation; Korve Engineering, traffic engineering; as well as numerous others offering expertise in specialized technical areas.

## PURPOSE AND ROLE OF THE PLAN

The Estuary Plan has been prepared in an attempt to address numerous issues and concerns that have arisen over the past few years related to continuity and accessibility

of the shoreline, the vitality and public orientation of activities, the quality and character of new development, and the relationship of the shoreline with surrounding districts and neighborhoods.

More specifically, the plan builds upon the goals for the waterfront prepared by the General Plan Congress and published in June of 1997. These goals are summarized as follows:

- Increase the awareness of the waterfront throughout the city and region, and maximize the benefit of Oakland's waterfront for the people of the city.
- Promote the diversity of the waterfront by providing opportunities for new parks, recreation, and open space; cultural, educational and entertainment experiences; and new or revitalized retail, commercial and residential development.
- Enhance and promote the city's waterfront for the economic benefit of the community, with emphasis on Oakland's position as a leading West Coast maritime terminal and a primary Bay Area passenger and cargo airport.

- Connect the waterfront to the rest of the city, with emphasis on linking the adjacent neighborhoods and downtown directly to the waterfront, reducing physical barriers and the perception of isolation from the water's edge, and improving public access to and along the waterfront.
- Preserve and enhance the existing natural areas along the waterfront.

The Estuary Plan is intended to serve in conjunction with the City of Oakland General Plan. However, compared to the General Plan, the Estuary Plan has a more focused geographic scope, and is therefore more specific in nature. It addresses certain issues in greater depth than is possible in the General Plan. Adoption of the Estuary Plan is expected to take place by the Port and the City upon completion and certification of an Environmental Impact Report. Plan recommendations will be integrated into the General Plan and the Port Development Plan, as well as the BCDC Public Access Plan. The Estuary Plan may also serve as a basis for revisions and amendments to the BCDC Seaport Plan, the Bay Trail Plan, and planning



documents prepared by other regional agencies, such as the Association of Bay Area Governments (ABAG), the Metropolitan Transportation Commission (MTC), and the East Bay Regional Parks District.

## PLAN ORGANIZATION

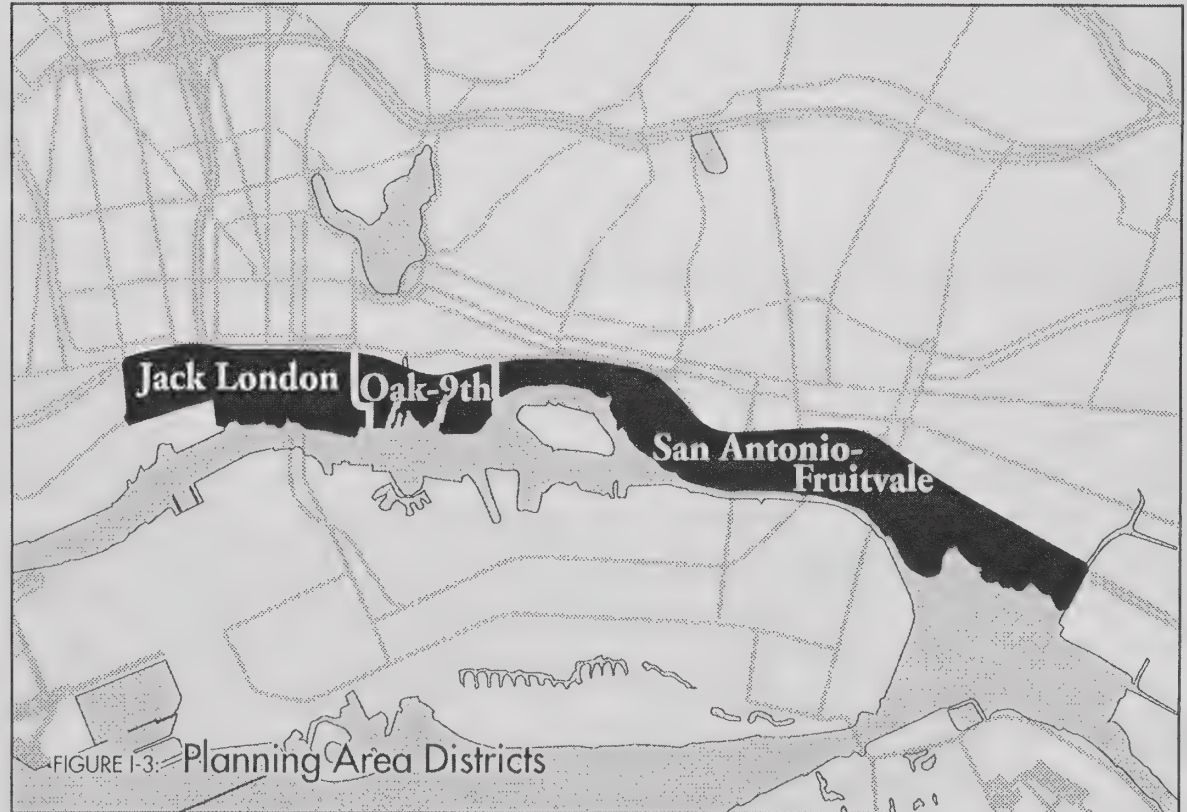
The Estuary Plan sets forth recommendations related to land use and urban design, circulation, public access, and open space for the entire waterfront and individual districts within it.

Part 1 of the plan includes all of the introductory elements, which provide an overview and summary of the planning process, the planning area and surrounding context, major plan concepts and recommendations.

Issues and objectives are described in Part 2 of the plan, and are organized by topic: land use and urban design; open space and public access; and circulation.

Part 3 of the plan sets forth policies for each of the three districts within the Estuary planning area. As shown in Figure I-3, these districts include:

- Jack London District, extending from Adeline to Oak;
- Oak through Ninth District, from Oak to Embarcadero Cove; and
- San Antonio/Fruitvale District, from 9th Avenue to 66th Avenue.



Part 4 of the plan sets forth the implementation framework required to help realize plan objectives and policies. This final section includes a recommended regulatory and institutional framework as well as a financing and funding strategy. Taken together, all of the plan elements are intended to help guide future decisions and actions regarding development and conservation of the Estuary shoreline over the next 20 years.





*Oakland's harbor circa 1882, at the present-day Jack London Waterfront, supported a diverse range of maritime and commercial activities.*



## The Estuary Shoreline

---

Oakland has significant waterfront resources, extending from San Leandro Bay along the Estuary to the Outer Harbor at San Francisco Bay, including the Emeryville tidelands to the north. The shoreline encompasses a variety of physical environments and settings, each with its own distinct quality and character.

Oakland's waterfront figures prominently in the economic life of the city. Over the years, extensive backland area and rail connections have given the Port the competitive edge needed to become one of the largest container terminals on the West Coast. At the same time, the Oakland Airport's central location within the prosperous bay region has made it one of the fastest growing air passenger and cargo facilities in the United

States. These two centers support more than 20,000 direct jobs within the region.

Oakland residents have long supported their commercial waterfront through a number of major investments in shoreline and infrastructural improvements, primarily for the purpose of expanding trade and commerce. Most of these improvements were made once the City wrested control of the waterfront from the railroads in the early 1900s. Municipal docks, quays, wharves, and belt line railways were built, and the shoreline was extended westerly to the San Francisco incorporated limits following the momentous court case that finally settled the longstanding controversy between the City and the railroads over tidelands.

Over the past century, Oakland's waterfront has been dramatically transformed through filling, dredging, and shoreline stabilization efforts. The shoreline was once a series of coves, bays, inlets, and tidal marshlands fed by creeks and watercourses from the hills; over time, it incrementally advanced outward into the bay. The Estuary was narrowed by filling and extended in length by dredging until it became a linear tidal canal connecting San Francisco Bay with San Leandro Bay.

Today, the Estuary can be viewed as a single geographic unit that binds together the shorelines of Alameda and Oakland. Compared to other parts of the bay shoreline, the Estuary is more akin to a river; it is linear in form and contained in

nature, rather than open and expansive like the broader bay. It creates an environment that is intimate in scale and character, framing dramatic views to the San Francisco and Oakland downtown skylines.

Interposed between the seaport and the airport is the five-and-a-half-mile Estuary shoreline (Figure I-4). The Estuary is an urbanized edge that has developed over a span of more than 100 years of city history. Unlike the hillside areas of the city, this area is intensely developed, with urbanization extending in many places all the way to the water's edge. Very little open space or vegetated area exists, with the notable exceptions of the Martin Luther King, Jr. (MLK) Regional Shoreline and Estuary Park.

In the past, most of the Estuary shoreline served commercial and industrial purposes that predate the City of Oakland. For instance, in the mid 1800s, the village of San Antonio on San Antonio Creek (now within the incorporated limits of Oakland) supported an active wharf and lumber industry supplied by redwoods from the nearby hills. In the current Jack London District, early uses included fishing,

shipping and maritime commerce, and iron works located along First and Second streets west of Broadway. With the advent of rail access, the Estuary became the terminus for agricultural goods and produce, and agricultural processing facilities, such as Con Agra, were also built around the shoreline.

Today, many of the industries and commercial ventures of the Estuary area have changed or are changing. In the southern and eastern portions of the Estuary shoreline, business office and large-scale commercial uses have been developed in what was once a traditional industrial area characterized by major manufacturing, agricultural industry, and related commercial ventures. Further to the north and west, in the area now known as Embarcadero Cove, hotels and motels, offices and restaurants have been built along the narrow stretch of shoreline once occupied by marine-related businesses, and marinas have been built along the water's edge, providing for recreational boating use. The Ninth Avenue Terminal still remains in break-bulk cargo handling use—one of two such maritime facilities east of the Alameda-

Oakland Tubes (the other being the Encinal Terminals across the way in Alameda).

The Jack London District is far more commercially oriented than any other portion of the Estuary shoreline, and has seen the greatest amount of change along the waterfront in the past 20 years. The mix of restaurant, retail, entertainment and office uses contributed to the attractiveness of the area. Furthermore, the development of work/live housing has added to the traditional commercial manufacturing and industrial character of adjacent inland areas, and has helped to establish this area as a lively urban mixed-use district.

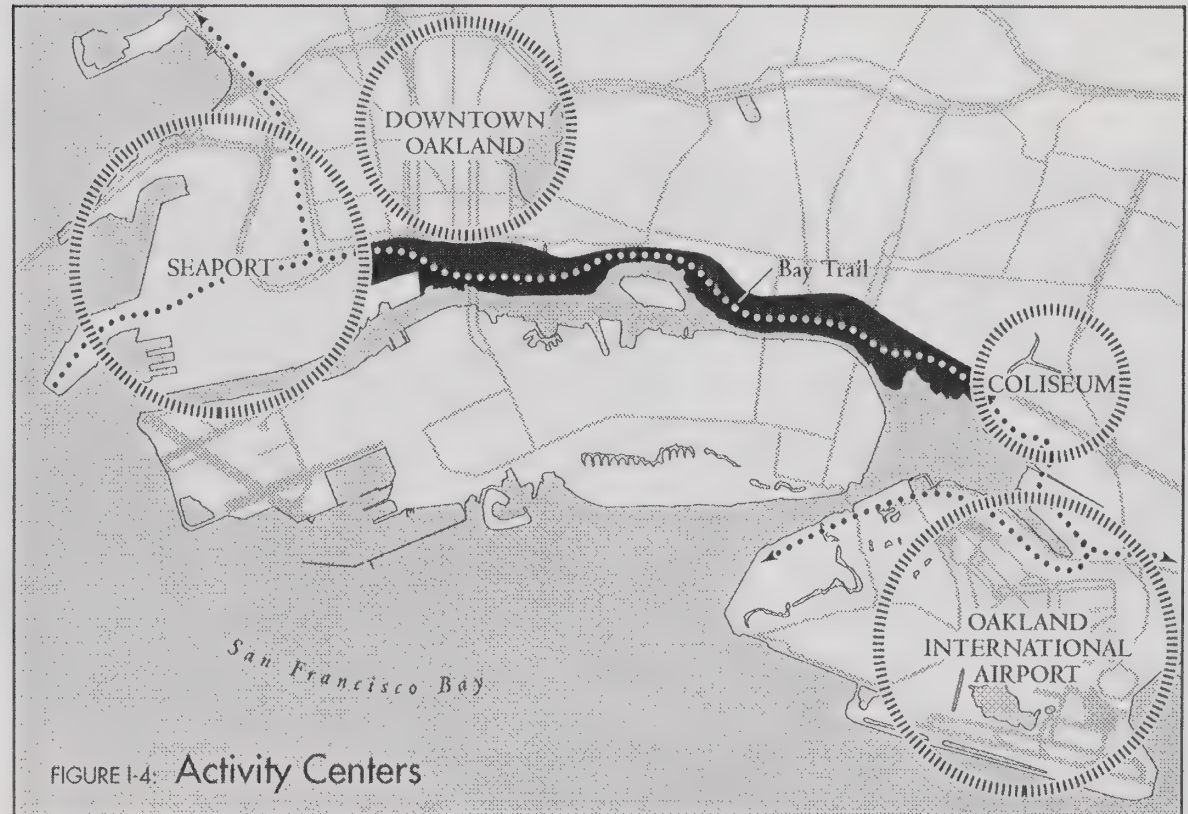
Development patterns range throughout the Estuary, from the large superblocks of industrial land and islands of remnant neighborhoods to the narrow, arching shoreline along Embarcadero Cove and the urban grid that extends from the surrounding city into the Jack London District and to the water. Variations in the urban pattern affect the opportunities for connection and infill development. For instance, the grid pattern of streets and older warehouse buildings within the Jack London District



creates an attractive urban scale that is well connected with the surrounding city.

At the same time, barriers to the water exist in many forms along the Estuary. It is not only the freeway that separates this area from the city, but utilities and railroad tracks as well. In the vicinity of the Amtrak station, streets are closed off for a distance of five blocks in order to accommodate rail operations. At the Lake Merritt Channel, the rail lines, a major sewer line and the overhead freeway combine to create a formidable physical and visual barrier that interrupts the linkage between Lake Merritt and the Estuary. To the south of the Lake Merritt Channel, the freeway becomes an at-grade facility, and thus an even more imposing barrier.

Major thoroughfares, which traverse the entire length of the city, find their way to the Estuary shore, but often in an unceremonious fashion. Broadway, which is one of the city's most important streets, terminates in an ambiguous zone of parking, service delivery trucks, and pedestrians in the area south of the Embarcadero. On the other side of the Lake



Merritt Channel, Fifth Avenue crosses under the freeway and changes alignment as it meets the Embarcadero. Other important streets—Fruitvale, High, and 29th Avenue/Park—enter the Estuary area, and immediately shift alignment or meet difficult intersections, and thus add to the overall sense of disorientation experienced along many portions of the waterfront today.

Throughout the Estuary shoreline, infrastructure and other built facilities are aging. New infrastructure has been introduced within the area (e.g., the Amtrak station at Jack London Square) and existing infrastructure is being removed (e.g., the Union Pacific rail), but little investment has been made over the years in ongoing maintenance and repairs. There are many areas of

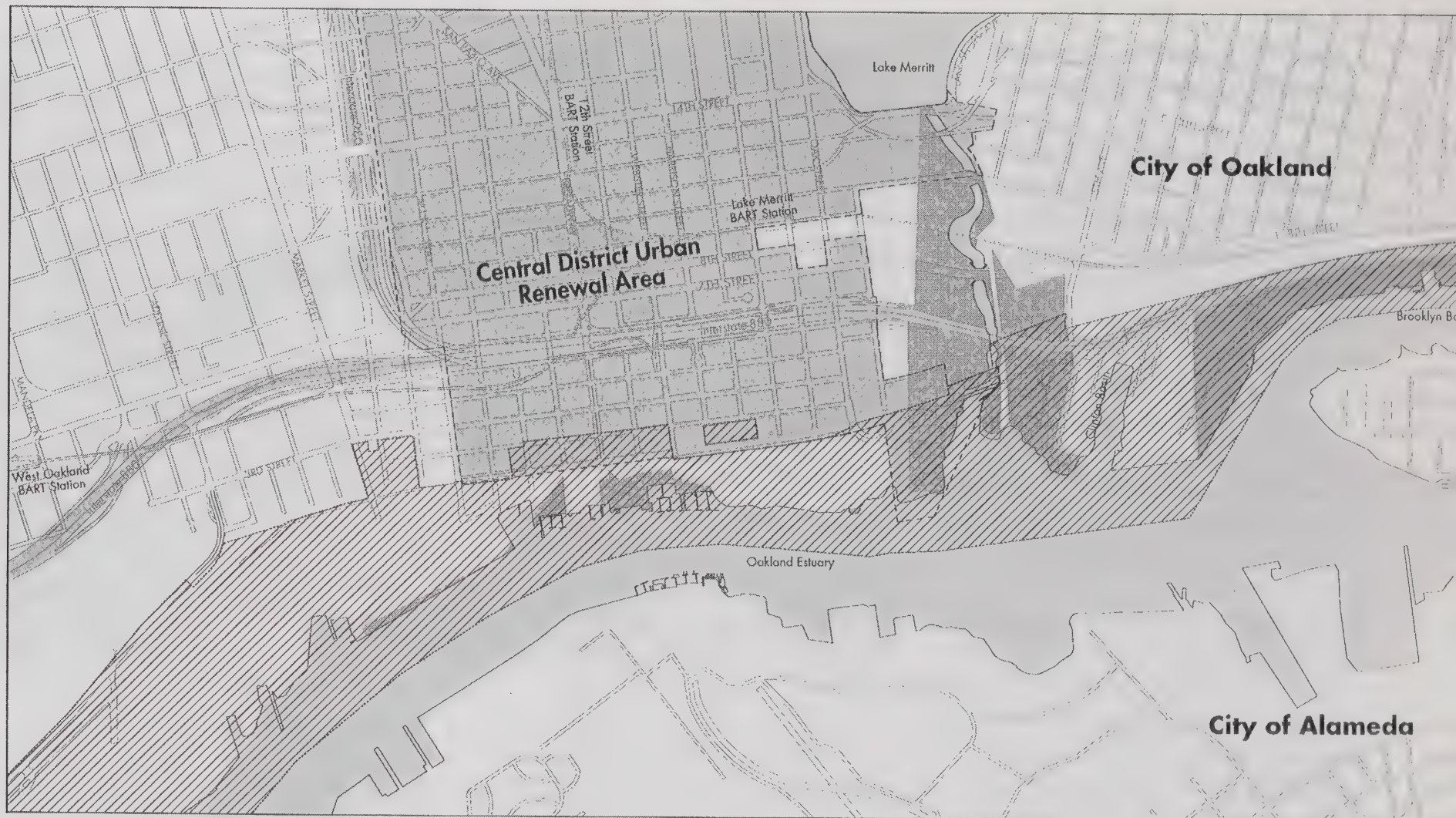
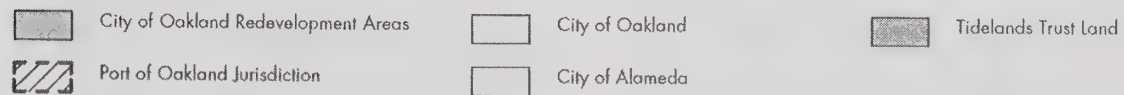
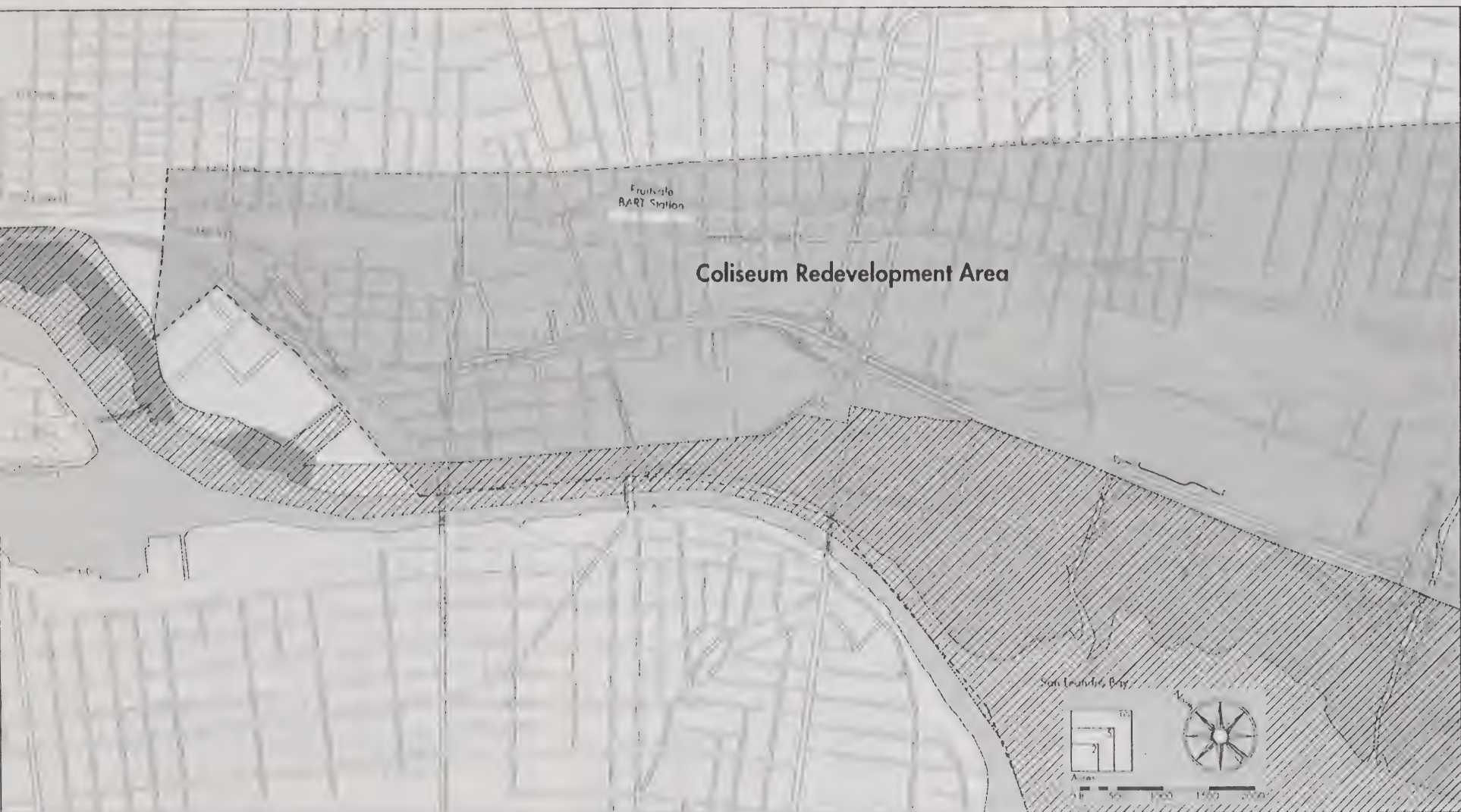


FIGURE I-5: Jurisdictions







Source: Port of Oakland

the waterfront where improvements are needed, not so much to expand capacity for intensification, but to upgrade conditions. There are areas where roads and utilities need to be repaired, and the shoreline needs to be reinforced. Along the I-880 freeway, which is now nearly 50 years old, substandard conditions exist relative to the spacing of intersections, and seismic improvements are needed.

Like other waterfronts, many governmental agencies have jurisdiction within the Estuary (Figure I-5). The study area includes uplands within the jurisdiction of the City of Oakland that are subject to typical municipal regulatory review and permitting authority. It also includes lands within the jurisdiction of the Port of Oakland, which separately reviews and approves building projects and undertakes its own environmental review and certification process. Port jurisdiction includes a much larger area than Port-owned land within the Tidelands Trust, and takes in private as well as public properties. Tidelands Trust properties are limited in use to maritime trade, transportation and commerce, public recreation and open

space. Although the Port manages these lands, ultimate authority over their use is set forth by the State of California under the public trust doctrine. In addition to the City and the Port, BCDC has design review powers over projects within the 100-foot shoreline band, and has regulatory authority over lands within the Port Priority Zone (i.e., the Ninth Avenue Terminal) as identified in the Seaport Plan.

In addition to the Port, other large public property owners within the Estuary area include the City of Oakland, County of Alameda, East Bay Municipal Utility District, and the East Bay Regional Park District. Consistent with the Tidelands Trust, a number of public agencies and institutions control lands within the Lake Merritt Channel area, including Laney College, Peralta Community College District, and the City of Oakland. Private land parcels tend to be smaller in size, with the exception of certain industries such as Con Agra and Owens-Brockway. At the same time, some key parcels have been assembled under single ownership that, even though they are smaller in size, could result in dramatic changes in use if sold. Such parcels

include those associated with the produce market in the Jack London District, Fifth Avenue Point, and Tidewater Business Park.

## TRENDS IN MILITARY USE OF THE SHORELINE

Looking at the Estuary from a regional perspective, there are a number of different trends that are currently underway and will help to shape its future. Perhaps the most significant of these has to do with the changing context of military lands. For the past 50 years or so, much of the shoreline in the Bay Area has been occupied by military uses established or developed around the time of World War II. The recent downsizing of the armed services has brought about the closure of many bases, amounting to approximately 10,000 acres within the Bay Area. In the East Bay, the closures of the Naval Supply Center, Army Depot, the Fleet Industrial Supply Center (FISC), and Naval Air Station Alameda have changed the context of development, each with its own implications for the region and for the Estuary planning area. New urban activities in nearby closed facilities could renew focus on revitalization of



the Estuary. For instance, the 125-acre FISC site in Alameda, across the Estuary from Jack London Square, is being pursued as a mixed commercial, office and residential project, which would help to reinforce this part of the Estuary as an activity center. Within Oakland, the reuse of the army base provides an opportunity to consolidate maritime activities away from the Inner Harbor into the Outer Harbor. Currently, significant portions of the Estuary area are used for maritime support. The area is used for truck and container storage, break-bulk cargo handling, and miscellaneous port-related operations. Locating these activities in areas such as the former army base could not only improve efficiency of operations, but also free up the Estuary shoreline for a variety of uses of benefit to surrounding neighborhoods.

## EMERGING ROLES FOR THE ESTUARY SHORELINE

Changes in military lands, transportation technology, and the economy of the city create the context for transformation of the Estuary from an underutilized resource into one of the city's most treasured assets. Already, a number of new roles for the

Estuary have begun to emerge, and these form the fundamental building blocks for the creation of an urban waterfront that is publicly accessible and the focus of diverse activities, tied physically and functionally to the surrounding city.

The Estuary has begun to establish itself as a considerable open space resource. As a protected water space, it is one of the most attractive sites within the Bay Region for water-oriented sports, particularly boating. Sailing has an established presence in the Estuary, which has become the largest single focus of recreational boating in the Bay Area. There is a long-established tradition of rowing, canoeing and kayaking, all of which are well suited to the calm, smooth waters of the area. The shoreline also offers opportunities for a wide variety of other water-oriented recreational activities, including fishing, viewing, sitting, bicycling, jogging, walking, and birdwatching. The Bay Trail and the MLK Regional Shoreline, in the southern portion of the Estuary, contribute greatly to the emerging role of the Estuary as a place for recreation and open space.

At the other end of the Estuary, adjacent to downtown, the Jack London District is evolving into a citywide and regional center for urban recreational pursuits, including dining, shopping and entertainment. Through the concerted efforts of the Port of Oakland, Jack London Square has become the city's primary venue for celebrations, parades, races, and major events. The recent addition of the cinema and Yoshi's jazz club to the existing restaurants has also contributed greatly to the attractiveness of the area as an entertainment destination in the East Bay.

Throughout the Estuary area, urban pioneering is underway, with the introduction of work/live and artist studio spaces into mature industrial and commercial districts. New neighborhoods are being established, and existing neighborhoods are expanding and diversifying. New uses are occupying older buildings, forming idiosyncratic combinations within distinctive districts. At the same time, traditional industry, warehousing and general commercial uses continue to play an important part in maintaining the role of the Estuary as a place of employment.

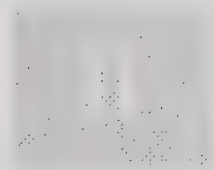
These new and emerging roles for the Estuary area will be further reinforced as transportation projects are undertaken, which will create a stronger linkage between the waterfront and surrounding city. The recent railroad consolidation will mean the removal of one set of tracks that currently traverses the Estuary shoreline. The seismic improvements to the I-880 freeway planned by Caltrans offer the potential to modify existing interchanges and provide greater access to the waterfront. Finally, public access improvements planned by BCDC in conjunction with the Port and City will result in new opportunities for pedestrian and bicycle movement along the shoreline.

This is a unique moment in time for Oakland's waterfront. Guided by a long-range plan, revitalization of the waterfront can occur, and the Estuary can become an attractive amenity that adds to the identity and livability of the city as a whole.

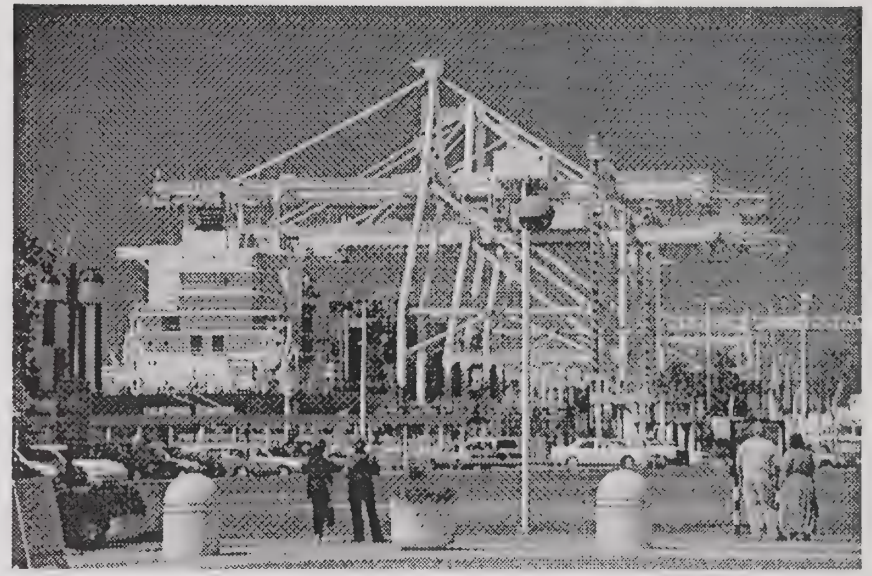
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<sup>1</sup>Port of Oakland Local and Regional Economic Impact Reports, 1996-7.





# Objectives



*The Estuary shoreline will include a wide range of open space experiences.*



# Public Access and Open Space

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## OVERVIEW

The planning of open space in Oakland has long focused on the physical features of the city—in particular, the creeks and canyons leading from the hills to the Estuary. Over 100 years ago, in 1888, the landscape architect Frederick Law Olmsted made a proposal for a “wildwood” chain of parks throughout the city. Later, in the early 1900s, Mayor Mott engaged the world-famous planner Charles Mulford Robinson to prepare a plan for the city. The 1905 Robinson plan identified a significant problem: residents had “no access to their glorious waterfront on one of the most beautiful bays of the world.” This plan established a system of parks and playgrounds under the newly created Oakland Park Commission, and laid the foundation

for a regional park system. Following bond approval, a period of park development ensued. Lakeside Park surrounding Lake Merritt was finally developed, and Lake Merritt itself became the first official wildlife refuge in the state of California. Although the creeks and hillsides were viewed as important elements in creating a system of open spaces within the city, the shoreline was not originally conceived in open space terms. At the turn of the century, when parks and playgrounds were being built in inland areas, a tremendous investment was made in dredging and filling the shoreline and building a permanent shoreline with docks and wharves, backland areas for storage, and rail connections to inland regions. Although the Robinson plan had identified the concept of building a recreational pier at the foot of

Broadway, the waterfront was principally seen as a place of commerce—not of grand parks and gracious open spaces that would give identity to the city and provide a memorable gateway for visitors.

Certain recreational activities fit well within the industrial character of the shoreline. In the days before playing fields for competitive sports were developed in inland areas, the Estuary and bay were the focus of active recreation. Small boat sailing, rowing, canoeing, and kayaking established a presence along the waterfront, and were activities well suited to the calm, smooth waters of the Estuary. The tradition of rowing dates from the early 1900s, when the University of California (Cal Crew) located its boat-house in the area amid warehouses and agricultural industrial businesses.

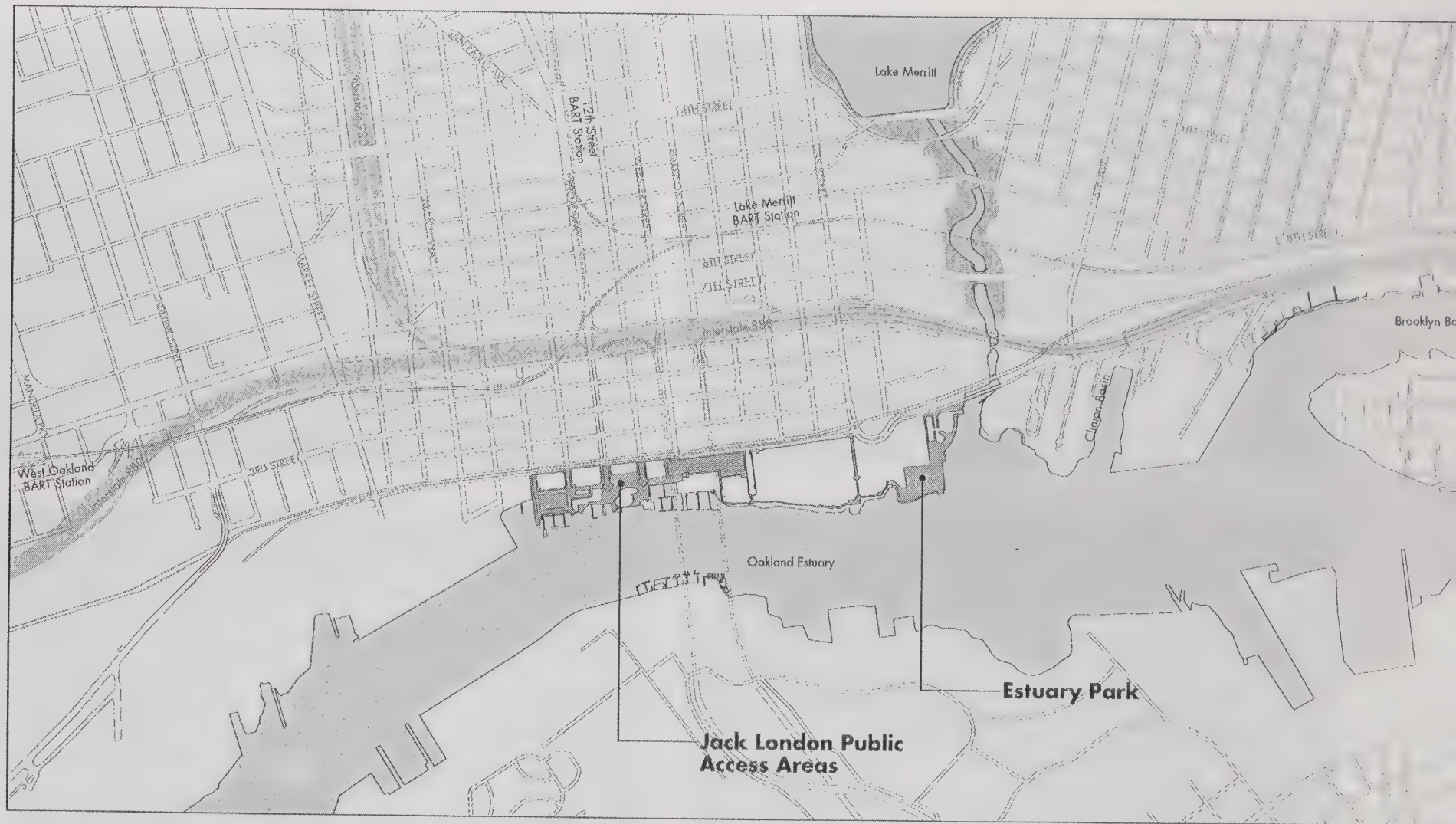
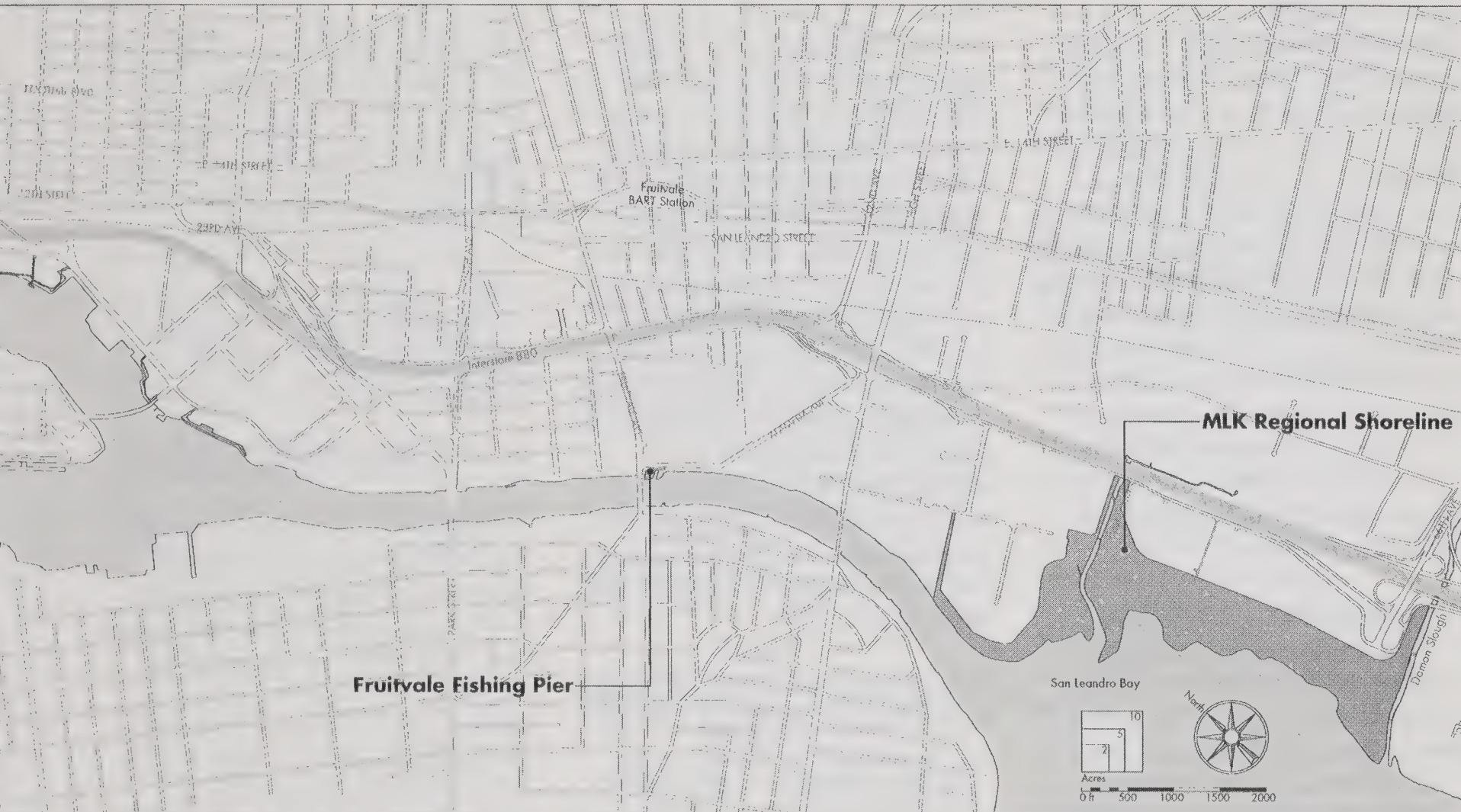


FIGURE II-1: Existing Public Access and Open Space





Recreational interest in the shoreline has only increased with time, particularly as industrial and warehouse activities have shifted away from the mid Estuary to the western periphery of the city. Recreational boating has expanded dramatically, and there are plans underway by the Port, City, and other entities to improve and expand boating facilities. Specifically, Cal Crew has proposed the relocation and expansion of its boathouse within the Union Point area. In addition, a new Aquatics Center is planned in Estuary Park, which would extend the types of activities that currently take place on Lake Merritt and provide boating instruction for approximately 2,000 people per year.

Recreational activities, such as fishing, viewing, sitting, bicycling, jogging, and walking, have increased in recent years, along with recognition of the shoreline's value as habitat for special species and as a place for birdwatching, nature walks, and interpretive and educational experiences. Regional interest in a continuous pedestrian and bike path along the bay has resulted in efforts coordinated by the Association of Bay Area Governments (ABAG) to create a

400-mile Bay Trail in nine bay counties. In Oakland, 21 miles of the Bay Trail are planned, but only 8.5 miles have been completed, primarily on existing public streets in the Embarcadero Cove and Jack London Square areas. Other efforts to develop public access along the shoreline have been guided by the Bay Conservation and Development Commission (BCDC), which currently is in the process of preparing a public access plan for the entire Oakland waterfront, including the Estuary shoreline, in a joint effort with the City and the Port. The Martin Luther King, Jr. Regional Shoreline is an environmental reserve that marks the eastern limits of the planning area, and the East Bay Regional Park District has plans to extend this park further west.

Through the efforts of the Port of Oakland, the waterfront has increasingly developed into the primary focus for civic events, community celebrations, and cultural activities. Some of these are major events attracting several thousand people, such as Cirque du Soleil, the Fourth of July fireworks, lighting of the Christmas tree, and boat parades (Maritime Day, Lighted Yacht

Parade). Others are large events that are somewhat less intensive, and may be spread out over the entire Jack London waterfront and occur over a day or weekend (such as the Fair on the Square, Festa, etc.). Major concerts have been very successful, and over the past three years, attendance has tripled to crowds as large as 15,000. Smaller events include weekly farmers markets, concerts, special celebrations and rallies, which typically attract around 1,000 people and are typically staged at the foot of Broadway.

## ISSUES AND OPPORTUNITIES

Although there is tremendous interest in expanding open space and recreational opportunities along the Estuary shoreline, the creation of a cohesive open space system has been stymied by existing ownerships and water-related businesses, interrupted roadways, and barriers created by rail spurs. There are discontinuous stretches of public access along the shoreline, and these are often not well identified or are undeveloped. Some public open space and access areas, particularly in the Jack London Square area, are shared with vehicular access and valet drop-off functions. The only existing city



park within the area, Estuary Park, is difficult to find, and appears disconnected and isolated from the surrounding city. Furthermore, some of the more prominent open spaces that are used for major civic celebrations and events are lands in transition, and are subject to future development.

The waterfront has the capability to support a wide variety of recreational activities, particularly water sports, and it has tremendous potential to provide visual relief, opening up intensely developed urban areas to the larger and more extensive open space of the bay itself. Although there are existing constraints, there are also a number of opportunities to create a “necklace” of open spaces along the Estuary. Most importantly, the public trust doctrine specifically provides for open space and conservation of waterfront lands. As changes in land use occur, continuous public access punctuated by larger open spaces and linked to the rest of the city will become an attractive element of a revitalized waterfront.

Components of a larger and more coherent network of recreation and open space areas along the shoreline could include:

**Continuous Public Access.** A continuous Bay Trail immediately adjacent to the shoreline, with a separated pedestrian path as well as a continuous recreation-oriented boulevard that accommodates pedestrians and bicyclists and provides for vehicular and transit access.

**Open Space Linkage to Lake Merritt.** A public open space and pedestrian linkage along Lake Merritt Channel between Estuary Park and Lake Merritt, to build upon the recreational value of the lake and the Estuary, and to create stronger ties with the surrounding communities.

**Waterfront Parks.** New waterfront parks along the Bay Trail, ranging from additional urban spaces for intensive recreational activities to large open areas for performances, competitive events, or civic celebrations.

**Boating and Water-Oriented Recreation.** Additional facilities for boating, in particular, to facilitate the transition of smaller craft (canoes, rowboats, kayaks) into the water.

**Tidelands Enhancement.** Additional tidal marshland enhancement areas to provide

valuable habitat for birds and other wildlife species, and new opportunities for bird watching and other educational/interpretive experiences.

**Connections to New Parks and Open Spaces.** Connections to new parks and open spaces planned along the opposite shore, in Alameda and on Coast Guard Island, to reinforce the Estuary as a primary open space for the communities adjoining it.

Open space can serve multiple functions. It can create visual linkages and public access to and along the water. It can heighten a sense of contrast between urbanized and natural areas, and land and water. It can provide relief from the city; become a threshold or gateway to distant places; and strengthen the image, appearance, and use of the waterfront. Further, open space can become a focus of recreational, cultural and social activities within the city, for both large planned events and impromptu individual experiences, and it can help to preserve and enhance valuable wildlife habitat and ecological values of the water's edge.

This element embraces these diverse roles, and provides for a system of open spaces that will extend in an unbroken fashion along the shoreline, embrace open water areas, and link to inland areas. These are discussed more fully in the following objectives.

## OPEN SPACE OBJECTIVES

This element of the Estuary Plan recognizes the emerging role of the waterfront as a central place for open space and recreation within the city and region. It builds upon the objectives for public access, open space, and recreation articulated in various planning documents, most notably the Open Space, Conservation and Recreation Element (1996) and the draft Land Use and Transportation Element (1997) of the General Plan.

*Objective 1: Create a clear and continuous system of public access along the Estuary shoreline.*

Continuous public access along the shoreline is an important goal embraced by both the regional and local community, and is a specific mission of BCDC as part of its

regulatory review and permitting powers over the 100-foot shoreline band. The intention is to provide for a layered system of access. One layer would be parallel with the shoreline and as close as possible to it, consisting of a linear landscaped corridor as well as a bikeway and vehicular/transit way; the other layer would adjoin the water's edge for walking, jogging, bicycling, sitting, and viewing.

*Objective 2: Punctuate the shoreline promenade with a series of parks and larger open spaces.*

A number of parks and larger open spaces are proposed that would build on the intrinsic character of the shoreline and provide for a wide range of recreational experiences. The intention is to create necklace of parks along the shoreline promenade. These would include, for instance, a portion of the "meadow" in the Jack London District, an enlarged Estuary Park, a series of parks in the 5th-9th Avenue area, a new park at Union Point, and expanded and improved facilities along the MLK Regional Shoreline.

*Objective 3: Emphasize visual corridors and open space linkages to surrounding inland areas.*

To make the Estuary shoreline more accessible, linkages to inland areas should be strengthened. Visual corridors and physical linkages to the water should be provided at regular intervals along the shoreline. In addition, at key points, open spaces should extend the amenity of the waterfront inland (for instance, along Webster Street) and more closely integrate inland neighborhoods with the continuum of recreational activities along the shoreline. At the same time, certain key corridors (such as Broadway and 5th Avenue) should be extended outward into the Estuary to provide a unique viewing experience to working and recreational activities along the waterfront.

*Objective 4: Provide for a wide range of open space experiences along the shoreline.*

There is a diverse sequence of water spaces along the shoreline, including the protected nature of the Lake Merritt Channel; the marshy habitat of the reach that extends to Damon Slough; the expansiveness of the



Fifth Avenue Point shoreline edge; the sheltered character of the Embarcadero Cove and Coast Guard Island; and the lively, extroverted edges within the Jack London District. Each of these special qualities should be reflected in the design of parks, promenades, and open spaces.

*Objective 5: Develop opportunities for recreational activities that are oriented to the waterfront and serve identified neighborhood needs.*

Recreational areas along the waterfront should meet the needs of the city as a whole as well as specific adjacent neighborhoods and districts. Programming of larger recreational areas should be undertaken in conjunction with the community to ensure that the recreational activities provided help to meet identified needs.

*Objective 6: Enhance natural areas along the shoreline.*

There are significant opportunities along the Estuary shoreline and Lake Merritt Channel to enhance remnant tidal marshes and other natural areas. These areas can not

only add to the visual enjoyment and diversity of the shoreline and expand wildlife habitat for birds and other species, they can also create outdoor areas for direct learning and experiences related to nature.

*Objective 7: Encourage the development of educational and cultural programs and interpretive facilities that enhance understanding of the waterfront environment.*

The Estuary shoreline is an ideal site for learning about nature, the history of the city, the economic activities supporting it, and the unique recreational and leisure activities available to residents. To the extent feasible, open space and public access areas along the shoreline should be programmed to include educational and interpretive elements, in order to enhance public awareness and understanding of the contribution the Estuary makes to the quality of life in Oakland today.

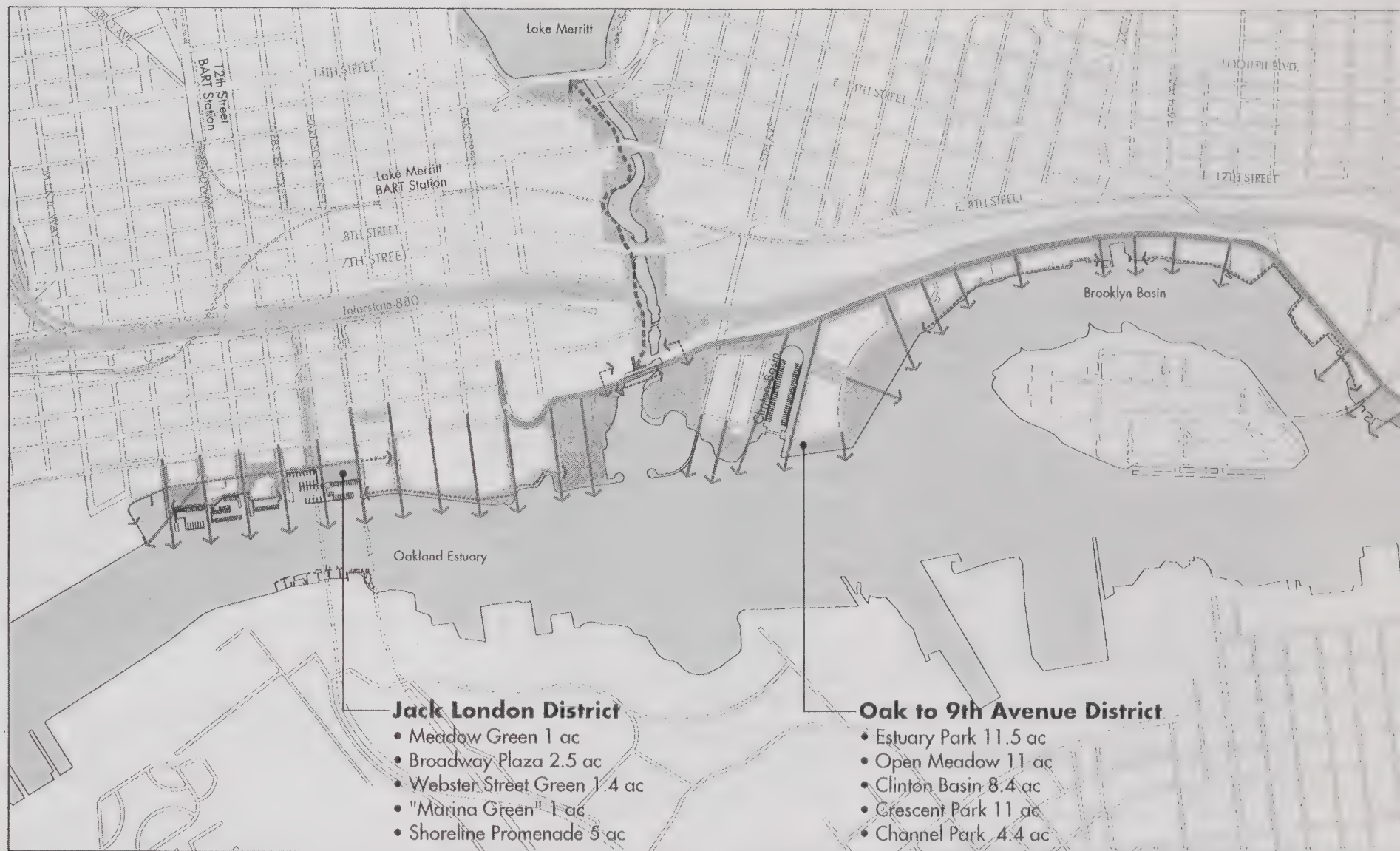
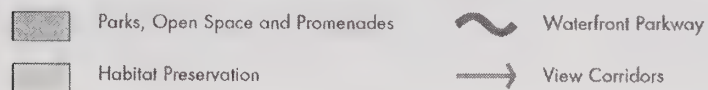
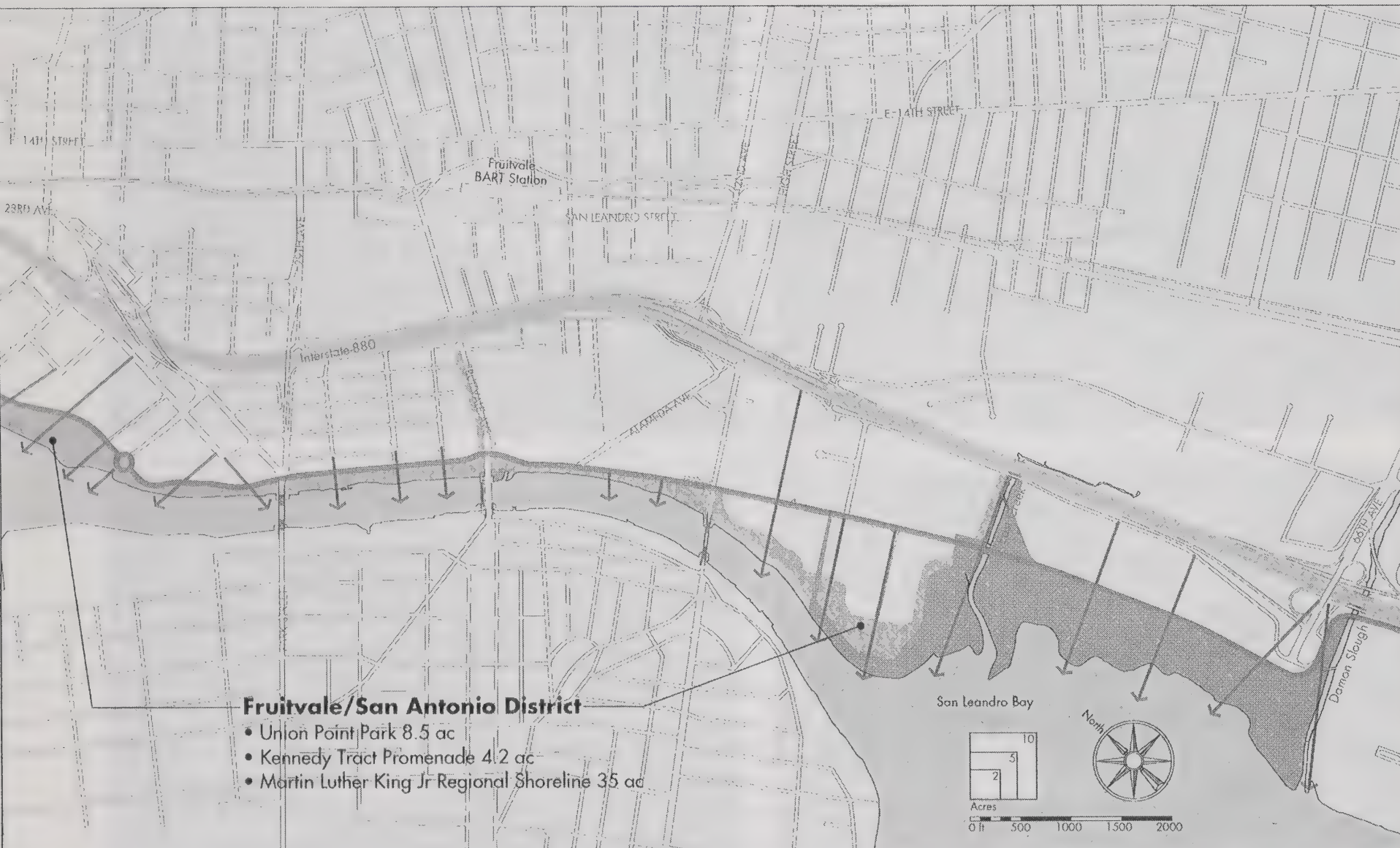


FIGURE II-2: Public Access and Open Space Plan











*The Estuary shoreline will support a broad range of land uses and activities.*



# Land Use

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During the past several decades, with the advent of containerized cargo handling facilities and the development of the Inner and Outer harbors at the Port of Oakland, the traditional role of the mid Estuary shoreline as a place for maritime trade, transportation, commerce, and industry has declined. Although the only cargo handling facility remaining in the Estuary planning area is the Ninth Avenue Terminal in Oakland, a number of industries still remain that were once water related or provided support services for an economic base that has now shifted elsewhere. The closure of large military bases on the waterfront is likely to further the trend toward consolidation of maritime industries to the west, and could open up new opportunities for the future of the Estuary shoreline.

## MARKET TRENDS AND OPPORTUNITIES

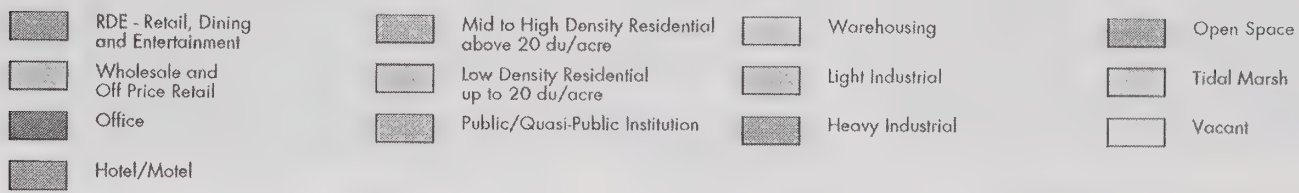
*Traditional Heavy Manufacturing.* As in other urban areas, older heavy industrial uses continue to decline along the waterfront as well as elsewhere in the city as markets change, facilities become obsolete, and the region expands outward. Existing operations remain because of significant investments in facilities and continued good proximity and access to markets and suppliers. The enclave of food-related businesses in the San Antonio/Fruitvale area is an example where some older operations have remained and newer, more specialized operations have moved in because of the availability of facilities and good proximity to markets. The Owens-Brockway facility is an example of a large production facility

with significant capital investment that is likely to remain viable.

*Warehouse, Distribution, and Storage.* Warehousing, distribution and storage activities are prominent along the waterfront as well as in other industrial areas of Oakland. The seaport, the airport, major freeways, and a central location in the region are the factors supporting the transportation and wholesale trade industries in the planning area. Facilities are generally characterized by large land areas and relatively minimal warehouse structures and docking facilities. While there is a demand for such facilities, the planning area does not offer significant locational advantages over other locations in East Oakland, West Oakland, and elsewhere along the I-880 corridor. Over time,



FIGURE II-3: Existing Land Use







Source: Port of Oakland

improvements that capitalize on the waterfront location and enhance the attractiveness and value of the planning area for other uses are likely to make the area less desirable for warehouse, distribution and storage activities.

**Construction Industry.** The construction industry has remained healthy in Oakland. There are a number of construction-related business operations in the planning area. These businesses are there because of the area's central location, freeway accessibility, available land, and barge access to the waterfront. Investment in capital facilities is not substantial in most cases. Like the warehouse, distribution and storage uses, the planning area no longer offers significant locational advantages for construction uses, and water access is no longer critical in most cases. It is likely that, over time, the planning area will become less desirable for such uses.

**Wholesale Produce Industry.** The wholesale produce industry in Oakland is centered at the Oakland Produce Market in the Jack London District. However, current market operations are not expected to remain there

over the long term. A recent City study identified that physical conditions of the existing facilities are inadequate for modern, efficient operations, and that the type of modern distribution facility needed cannot be provided at the current location. Eventual relocation of the wholesale produce market will offer opportunities for reuse of the area.

**Light Industrial Activities.** Within the planning area, there have been some transitions from heavier industrial to lighter industrial uses. Examples of light industrial uses in the area include light manufacturing firms, boat repair and sales operations, artisans, graphics and printing businesses, construction contractors and special trades, and security and business service firms. Most of these types of uses have located in existing older buildings, adapting space as needed, although the stock of large, older buildings is not always well-suited for this market. There is the potential for growth of light industrial activities in the planning area in the future. Development of flex-type space that allows businesses with different activities and functions would be desirable, as would improvements to enhance the

desirability of older industrial areas by providing some level of amenity, upkeep, and security.

**Research and Development.** Research and Development (R&D) and various high-technology uses have been expanding in the inner East Bay as growth continues in these sectors throughout the region. Campus-type business park development is desired by many of these uses. Locations in the planning area with the strongest potential for such development include those offering an attractive, high-amenity environment; good access and proximity to services; a quiet, somewhat contained site area; and a certain critical mass or minimum scale of development. A waterfront setting, views, recreation facilities, and open space all enhance the marketability for such uses. Although Oakland has not established itself in the R&D market, attributes of portions of the planning area could be competitive.

**Office.** Office uses have been growing within the planning area. The mix of uses and historical quality of the Jack London District support a less-traditional office niche in close proximity to the Oakland



CBD. The area's convenient location and its opportunities for low-rise new space, for interesting space in older industrial buildings, and for owner-occupied office space have attracted a wide variety of smaller office tenants, including architects, consultants, media-related firms, and insurance, law, and other professional service firms. The demand for this type of office space is expected to continue to grow. Lower cost office space in the Embarcadero Cove area has also attracted office uses. That location's relative isolation from other office activities has been offset by a waterfront setting and lower cost space with surface parking.

*Commercial.* A range of commercial uses and activities exist along the waterfront, and have been increasing in importance over time. Potentials exist for increased commercial activity throughout the planning area.

As a destination for dining, entertainment and retail uses, Jack London Square's performance has improved significantly since the early 1990s. Major new attractions (cinema, Barnes and Noble, Yoshi's),

established restaurants, and numerous special events now bring thousands of people to the area. There is momentum to build on and great potential to strengthen and expand the area as a stronger destination for retail, dining and entertainment activities and a more desirable place. Additional unique uses and attractions, as well as physical improvements, will be important to create a more inviting "people place" that better capitalizes on its waterfront setting.

Elsewhere along the waterfront, there are eating and drinking establishments that take advantage of water views and waterfront recreation activities. There is potential for growth of these uses as new development occurs, public access and open space improvements are made, and larger numbers of people are attracted to the waterfront.

Larger scale retail uses also have been successful in the planning area. A mix of retailers offering home furnishings, children's and specialty items, and off-price goods provide a shopping attraction in the Jack London District. Retailers are doing well there, and sales have been increasing. There

is potential to add similar types of retailers nearby. Oakland and the inner East Bay are very underserved by shoppers goods retailing.

Good freeway accessibility and visibility, the availability of a large, formerly industrial site, and a location on a major route between Oakland and Alameda are key factors in the recent development of a large new retail use (Super K-Mart) in the San Antonio/Fruitvale area. Other large retailers have located in the more industrial areas of the Jack London District (such as Office Depot and Arvey's Paper) because of freeway accessibility, proximity to downtown, and the availability of large warehouse buildings. These types of locations in the planning area are likely to remain attractive to larger retail uses.

*Hotels/Motels.* Hotels and motels in the planning area have been very successful. Lodging in the Embarcadero Cove area offers moderately priced rooms on the waterfront with good freeway accessibility and proximity to the Oakland Airport. Additional hotel development will soon be under construction in that area. Lodging in the Jack London District includes moder-

ately priced hotel/motel units and a full-service hotel at the waterfront. Potential exists for a higher amenity hotel on the waterfront in the Jack London area. Over time, hotels are a potential use for other waterfront locations, particularly in the Oak through Ninth area, after major new open space and recreation uses are developed there.

*Housing and Work/Live.* Residential uses in the planning area range from single-family units in the Kennedy Tract neighborhood to higher density units and loft housing in the Jack London District and work/live units in transitioning industrial areas. The mixed-use character of the planning area makes it attractive for work/live activities, which are compatible with both the industrial and residential areas. Work/live studios in the older industrial waterfront areas are relatively affordable among such uses in the East Bay, and are attractive to artisans and craftspeople working on the premises as well as to incubator-type businesses. Work/live and loft housing in the more central portions of the Jack London District is more attractive to East Bay artisans and entrepreneurial

professionals, and commands higher prices and rents. Throughout the planning area, work/live and loft housing has been developed through the conversion and rehabilitation of older warehouse and industrial buildings.

There is the potential for more work/live uses and housing in the planning area in the future. Improvements that capitalize more on the waterfront location in the San Antonio/Fruitvale District could enhance the attractiveness of that area for additional conversions of existing buildings to work/live activities. The development of new housing in this formerly industrial area would require public investment in infrastructure and amenities, and would need to be done at a scale large enough to create a neighborhood identity.

There also is the potential for additional work/live and loft housing in the Jack London District in the future. There are some opportunities for additional conversions of warehouse buildings to work/live lofts. Prices and rents in the area will eventually reach levels high enough to cover the costs of newly constructed loft housing

and work/live projects. The district's industrial/artistic feel, its mix of uses, and its urban development pattern are important aspects of the area's desirability for urban, nontraditional types of housing.

## ISSUES AND OPPORTUNITIES

With the decline of its historic industrial, warehousing and commercial uses, there is the opportunity to establish a new role for the Estuary—one that emphasizes a publicly spirited place that is tied more closely to the surrounding neighborhoods and districts. In the future, successes in certain areas (such as Jack London Square) can be extended, existing residential neighborhoods reinforced, new mixed-use neighborhoods established, viable industries supported, and incompatibilities between heavy industrial uses and residential neighborhoods mitigated. The new uses can help to strengthen the economy of the city and shape Oakland's identity as a waterfront city of the twenty-first century—an identity that will be a source of pride and enjoyment for residents and visitors for years to come.



More specifically, the Estuary Plan calls for the reconfiguration of land use patterns along the shoreline, to build upon the following opportunities:

*Public Open Space Along the Waterfront.* Currently, only portions of the Estuary shoreline are accessible and open to public use and enjoyment. There are opportunities to extend the public access system and complete the Bay Trail through this area by building a continuous band of accessible public spaces from 66th Avenue to the Howard Street Terminal.

*Urban Entertainment and Mixed Uses Adjacent to the City Center and Chinatown.* The Jack London area has begun to establish itself as a regional destination for retail, dining and entertainment, and as a lively mixed-use district. There is now the distinct potential to build on the successes of the area and create an activity center that benefits the city as a whole.

*Redevelopment of Declining Commercial and Industrial Uses.* Some portions of the Estuary shoreline are underutilized, and certain businesses are declining. The

Estuary provides an opportunity area for new uses within the context of public reinvestment in shoreline and streetscape improvements. It can also be a valuable resource in fostering nontraditional land uses within existing buildings (such as work/live, artisan studios, incubator commercial and R&D).

*Reuse of the 5th through 9th Avenue Area.* The possibility of consolidating maritime uses along the Oakland bayfront creates opportunities for a major redevelopment project at the mouth of the Lake Merritt Channel. A coronet of open spaces can connect the Estuary shoreline with Lake Merritt. There is potential to build upon the diverse nature of the shoreline and provide for a variety of water-oriented recreational activities (both passive and active). These recreational uses can be complemented by public-oriented activities, including hotels and restaurants, as well as nonprofit institutions, cultural facilities, and existing artisan studios on private property.

## LAND USE OBJECTIVES

*Objective 1: Provide for publicly oriented activities that are oriented to the water.*


The Estuary waterfront should be developed in keeping with the spirit of the public trust, which emphasizes publicly oriented uses in addition to maritime trade, transportation and commerce. Uses such as public access, open space and recreation, as well as hotels, restaurants, retail shops and entertainment, are all part of the mix that should be encouraged in revitalizing the waterfront and making it a more integral part of the life and identity of Oakland.

*Objective 2: Provide for a broad range and mixture of activities within the Estuary area.*

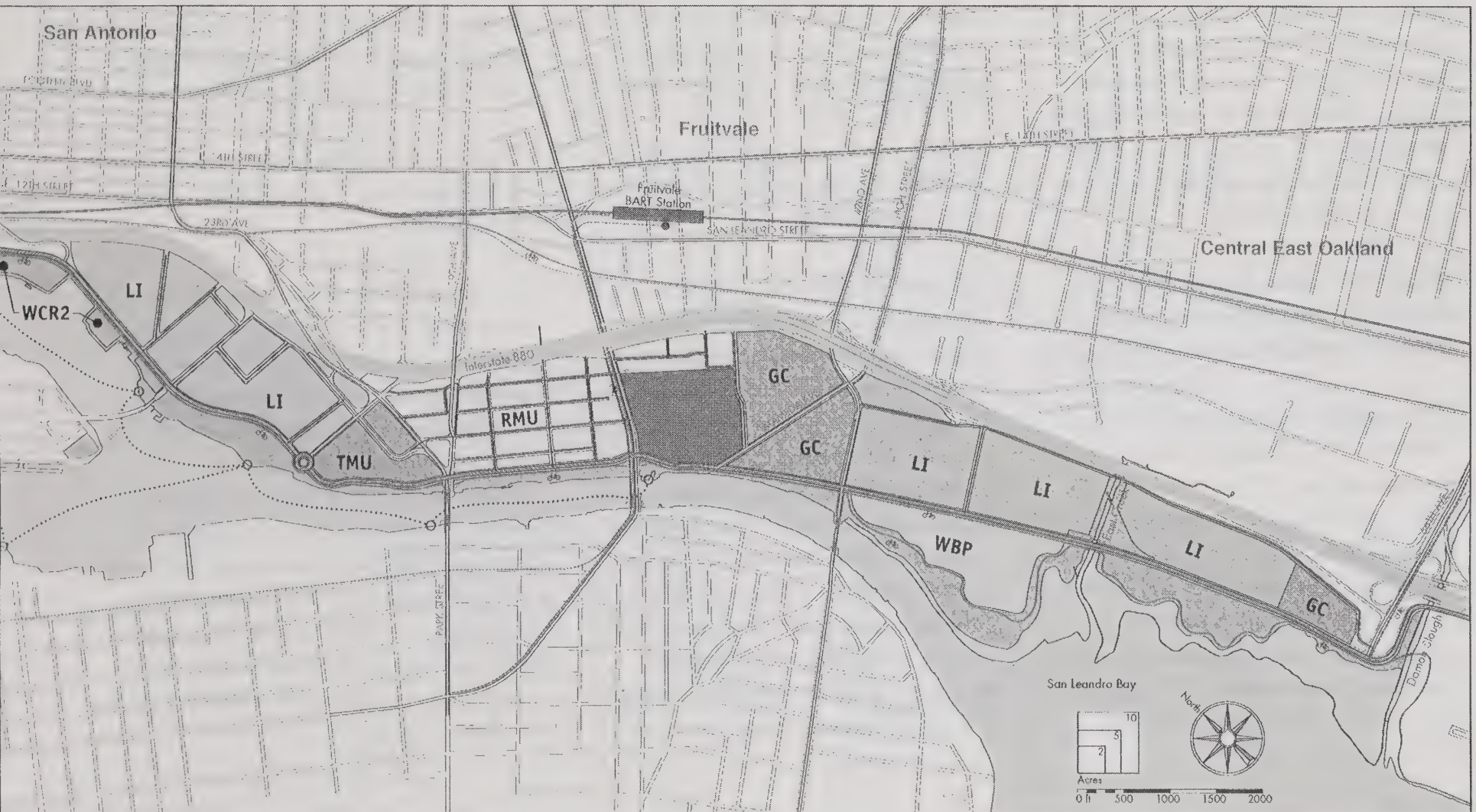
As the waterfront transitions from industrial, warehousing and maritime support uses, a broader range of new uses should be encouraged that is complementary with the existing uses to remain and can build upon the value of the waterfront as an amenity and attraction within the community. Uses should include existing viable industrial uses that are sources of employment and



FIGURE II-4: Land Use Plan

<b>RDE</b>	RDE - Retail Dining and Entertainment	<b>WCR1</b>	WCR1 - Waterfront Commercial Recreational	<b>GC</b>	GC - General Commercial	<b>LI</b>	LI - Light Industrial
<b>ORD</b>	ORD - Off Price Retail District	<b>WCR2</b>	WCR2 - Waterfront Commercial Recreational	<b>CR</b>	CR - Commercial Recreation	<b>IND</b>	IND - Industrial
<b>MUD</b>	MUD - Mixed Use District	<b>WMU</b>	WMU - Waterfront Mixed Use	<b>WBP</b>	WBP - Waterfront Business Park	<b>AV</b>	AV - Artisan Village
<b>RMU</b>	RMU - Residential Mixed Use		Special Overlay District - Produce Market	<b>TMU</b>	TMU - Transitional Mixed Use		





- |                                  |                    |                               |  |
|----------------------------------|--------------------|-------------------------------|--|
| Parks, Open Space and Promenades | Interstate Freeway | Bay Area Rapid Transit (BART) | Waterborne Transit (Ferry, Water Taxi) |
| Habitat Preservation             | Arterial Roadways  | Rail (Freight/Passenger)      | Bikeway - Class I                      |
|                                  | Waterfront Parkway | Downtown Trolley              | Bikeway - Class II                     |
|                                  | Local Street       | Light Rail                    |  |

benefit the city economically. They should also include residential, commercial and recreational uses—both traditional and nontraditional—and innovative mixes of cultural arts and institutions that entice people to experience and enjoy the waterfront in a variety of ways.

*Objective 3: Expand opportunities for employment along the Estuary shoreline, and enhance its attractiveness as a place to live.*

The waterfront has historically been, and continues to be, an important place for employment within Oakland. It has also been a place for people to live, with neighborhoods established close to jobs on inland sites. The mix of jobs and housing is characteristic of urban waterfront locations, and provides a precedent for modern day mixed use. In the future, both employment and housing opportunities should be

expanded along the Estuary shoreline, and measures established to protect against incompatibilities between diverse uses.

*Objective 4: Create greater land use continuity between adjacent districts and the Estuary waterfront.*

Currently, there is a break in the land use pattern as it meets the Estuary shoreline. Adjacent neighborhoods and districts are interrupted by transportation corridors, thus exaggerating the contrast between activities along the shoreline and those in inland areas of the city. While the regional transportation corridors are here to stay, local-serving roadways and streets should be designed to provide a greater continuity of land use so that the Estuary area becomes a more integral part of the city. More specifically, Broadway, Webster, Fifth, 29th, Fruitvale, 42nd and High streets should be carefully

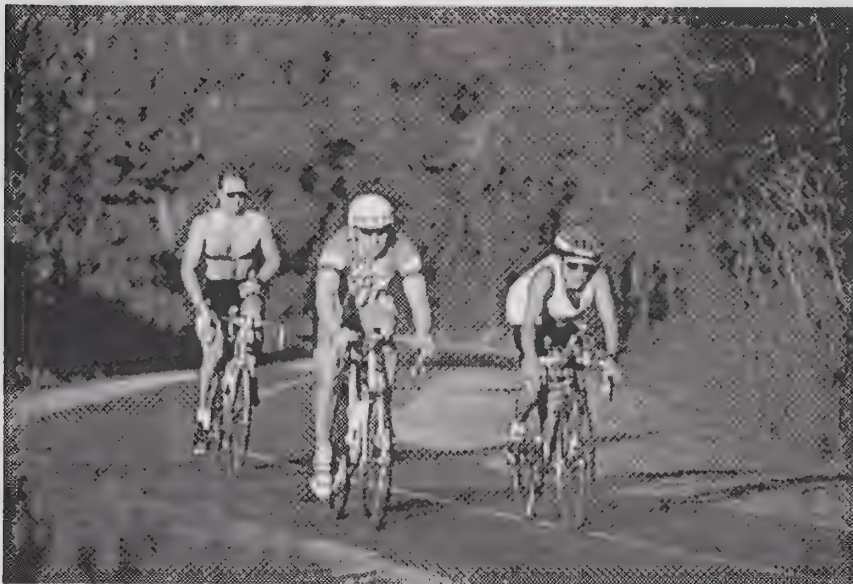
designed in terms of the roles they may play in making more positive transitions from the waterfront to the city, and vice versa.

*Objective 5: Provide for the orderly transformation of land uses within the Estuary area.*

The Estuary Plan calls for changes that will be implemented over an extended time frame, within the context of a dynamic urban environment. Infill of vacant and underutilized parcels will occur as well, and existing buildings will be demolished or adapted for new uses. As these changes occur, it is important that the overall balance of land uses is considered, and that changes in one area not force out existing uses. Transformation of the Estuary should take place in an orderly fashion, incrementally, and in consideration of the long-range goals of the plan.







*A continuous waterfront parkway will provide for pedestrian, bicycle and vehicular movement along the Estuary shoreline*



## Circulation and Parking

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Soon after its inception in 1852, Oakland (and the waterfront in particular) became a major crossroads within the region, state, and nation. The catalyst for development occurred in 1869 with the establishment of Oakland as the western terminus of the transcontinental railroad and the subsequent development of transportation infrastructure around the railroad terminus: steam trains and ferries to take passengers to San Francisco, wharves and steamers to move freight, and additional rail connections to distribute goods up and down the coast.

During the early years of the twentieth century, Oakland experienced a period of city building that brought municipal docks, quays, wharves, and belt line railways to the waterfront. With the advent of air travel in the late 1920s, the City acquired land for a

commercial airport that became the starting point for many history-making transpacific flights. In 1936, the San Francisco-Oakland Bay Bridge was completed, signaling the emergence of the automobile for personal travel; thirteen years later, in 1949, the six-lane Eastshore Freeway (now I-880) was constructed through Oakland.

Following the ship-building years of World War II, Oakland's port facilities shifted to the Outer Harbor, where water frontage and a good supply of backland could support containerized shipping. This shift in technology proved to be a valuable investment for the City and the Port—one that would establish Oakland's dominance in the region and West Coast as a major international port of call for the transshipment of goods.

While Oakland's diverse system of passenger and freight transportation represents important economic arteries for the Bay Region, this larger system has been developed at the expense of the local circulation system. In the Estuary area, the sheer magnitude of the transportation infrastructure has contributed to the fragmentation of the local street system by creating a physical and psychological barrier between the city and its waterfront. The railroad and the railyards created a separation between the waterfront and the city, penetrable only at specific grade crossings along the line. Whatever difficulties the rail posed for local circulation, these were only magnified by the I-880 freeway, which parallels the railroad, creating a double barrier to auto traffic that is particularly formidable to pedestrian and bicycle traffic.

In addition to creating barriers, the juxtaposition of the freeway system over the city grid has created a series of confusing interchanges in the Estuary area, where substandard ramps and the circuitous routing of traffic are disorienting to travelers, presenting safety problems.

Currently, it is not possible to walk, bicycle, or drive directly from one end of the Estuary to the other. Crosstown routes that link the hills and the bay are ambiguous, and meet the Estuary shoreline in an awkward or interrupted fashion. In addition, crossings of the Estuary to Alameda and waterborne connections to the larger region are fairly limited, considering the length of the shoreline and the size of the community. Three bridges and the two tubes provide vehicular access between Oakland and Alameda, and a ferry terminal at Jack London Square provides access to Alameda and San Francisco. These connections are clustered at the ends of the Estuary, leaving a large reach of the shoreline (Jack London to Fruitvale) without connections across the water that link it to Alameda or the larger Bay Region.

## ISSUES AND OPPORTUNITIES

Improving and clarifying the circulation system to and along the waterfront can improve movement, significantly enhance the image and identity of the Estuary area, and make the area a more integral part of the city. There are several opportunities to create a more comprehensible and amenable circulation system that brings together the city and the waterfront, as follows:

*Embarcadero Parkway.* A continuous parkway connecting Oak on the west with 66th Avenue on the east could be created in the area. This linkage would not only provide a critical link in the circulation network, but would also provide a sense of structure and orientation, thread together diverse open spaces, and provide paths for linear recreation. The parkway could be designed to accommodate a full range of transportation modes, including vehicular movement, transit, bicycles and pedestrians, but managed as a “slow street” to avoid through movement of truck traffic.

*Freeway Access.* Improving and clarifying freeway access to and through the area can

be achieved by consolidating freeway ramps and linking them to major thoroughfares. Currently, on and off-ramps occur in a seemingly haphazard and opportunistic manner, and do not meet current standards. Although interchange improvements can only be undertaken with Caltrans approval and increasingly must rely upon nontraditional sources of funding, consideration should be given to the creation of full-movement interchanges at selected points along the freeway (Caltrans standards suggest one-mile intervals) and to the removal of substandard on and off-ramps. As an integral part of these improvements, it will be important to enhance parallel circulation on both sides of the I-880 corridor, but away from the Estuary shore.

*Local Access.* Local access corridors across the freeway that enable motorists, pedestrians and bicyclists to reach the water could be constructed. Once freeway ramps are consolidated at the major interchanges, opportunities to enhance linkages to inland neighborhoods can be maximized.

*Waterborne Transportation.* New linkages by waterborne transit, including ferries,



water taxis and shuttles, that utilize the Estuary as a corridor for movement and circulation, and which connect future activity centers on both the Alameda and Oakland sides, can also be established. Ferry service from existing terminals is expected to increase between Oakland/Alameda and San Francisco, as well as to Treasure Island, Angel Island, and other recreational destinations. In addition, there is the potential to provide water taxi and shuttle service in the upper reaches of the Estuary, linking activity centers as they develop. While expanded water taxi and ferry service has long been pursued in the Estuary, this may be an opportune time to tie it more closely to new development opportunities.

*Transit Loop.* A trolley line along the Broadway spine, connecting the Jack London waterfront with the city center and beyond, could be implemented. There is also an opportunity to establish a rail transit link between the Fruitvale BART station and Alameda along an existing rail right-of-way on Fruitvale Avenue, which crosses the Estuary into Alameda.

## CIRCULATION OBJECTIVES

### *Objective 1: Improve and clarify regional access to Oakland's waterfront.*

Interchanges along the I-880 freeway should be consolidated at arterial roadways and brought up to current standards to improve access to and within the Estuary area. The I-980 connection to the Alameda Tubes at the Jackson Street off-ramp currently routes traffic through city streets, and should be improved to alleviate congestion on local streets and clarify access routes to Alameda. Improved freeway interchanges should be constructed at 5th Avenue, 23rd Avenue, Fruitvale, and High Street/42nd Avenue.

### *Objective 2: Establish a continuous waterfront parkway.*

A continuous waterfront parkway is a top priority in the Estuary Plan. The Embarcadero Parkway should be a two to three-lane landscaped roadway, with limited on-street parking and continuous bicycle and pedestrian paths. The configuration and cross-sectional character of the roadway

will vary in consideration of adjoining land use and traffic conditions. Portions of the parkway would be developed within existing street rights-of-way, and extended through areas where no streets exist through the acquisition of property or as a condition of development approval.

Beginning at Oak Street, the parkway would be developed as a landscaped corridor, incorporating sidewalks and bikeways along its length. For much of its length, bicycles would be accommodated in bike lanes; however, a Class I bike path should be provided where widths allow. Similarly, pedestrian walkways should be provided on both sides of the parkway. Between Fruitvale Avenue and High Street, an additional landscaped promenade should be provided along the water's edge, through the Kennedy Tract and between Fruitvale Avenue and High Street.

West of Oak Street, the parkway would meet the city grid, providing several routes west to Mandela Parkway and east to Oakland.

### *Objective 3: Balance through movement with local access along the waterfront.*

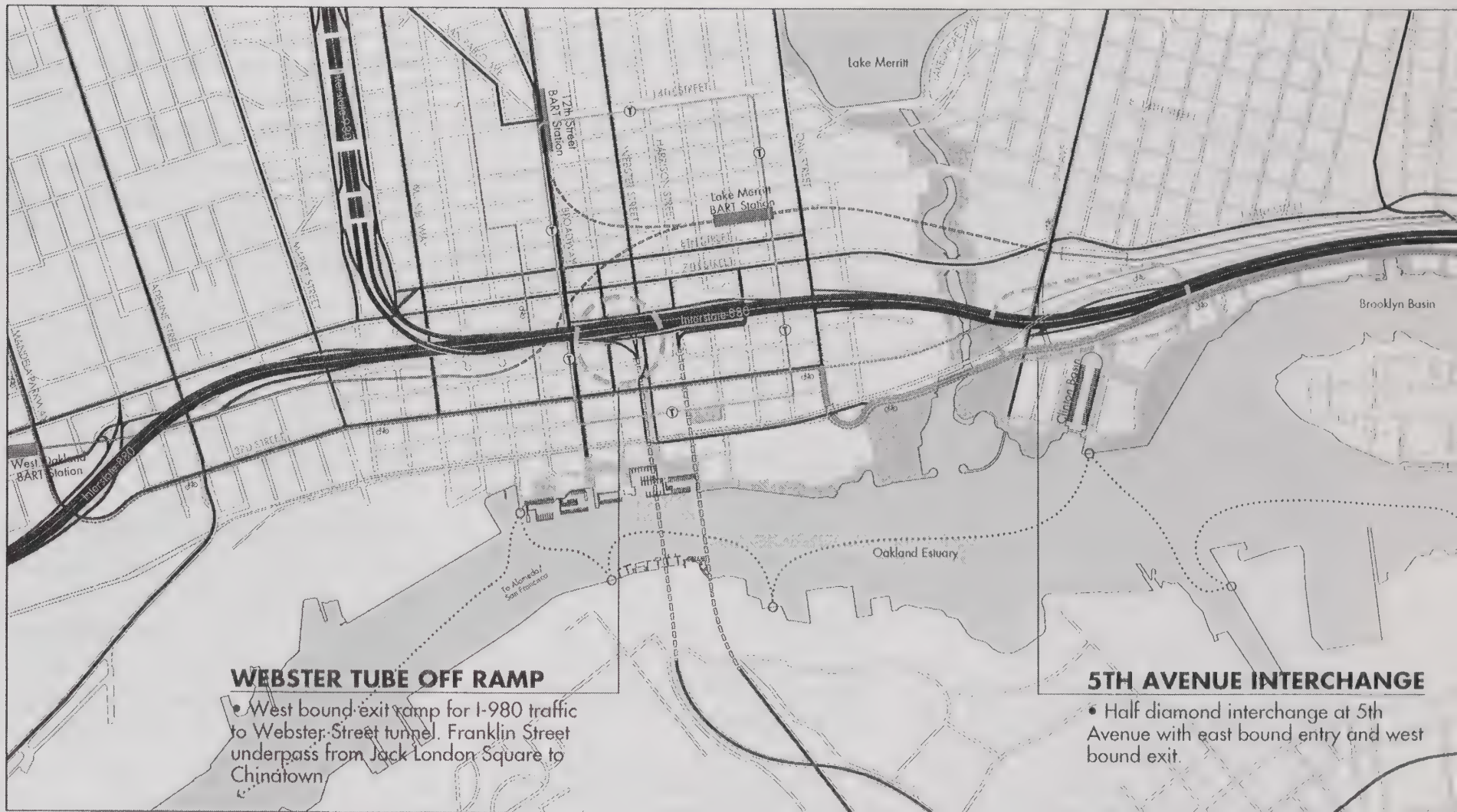
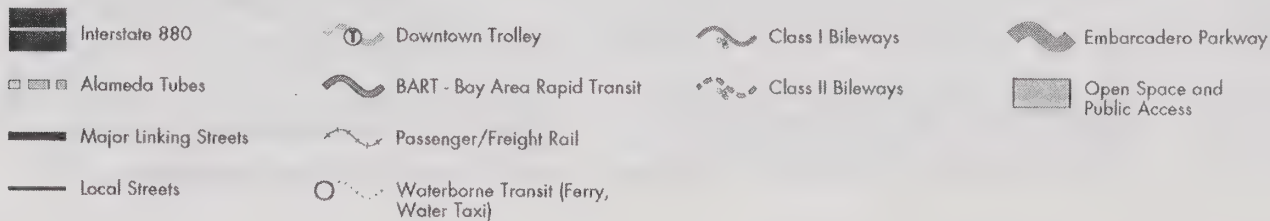
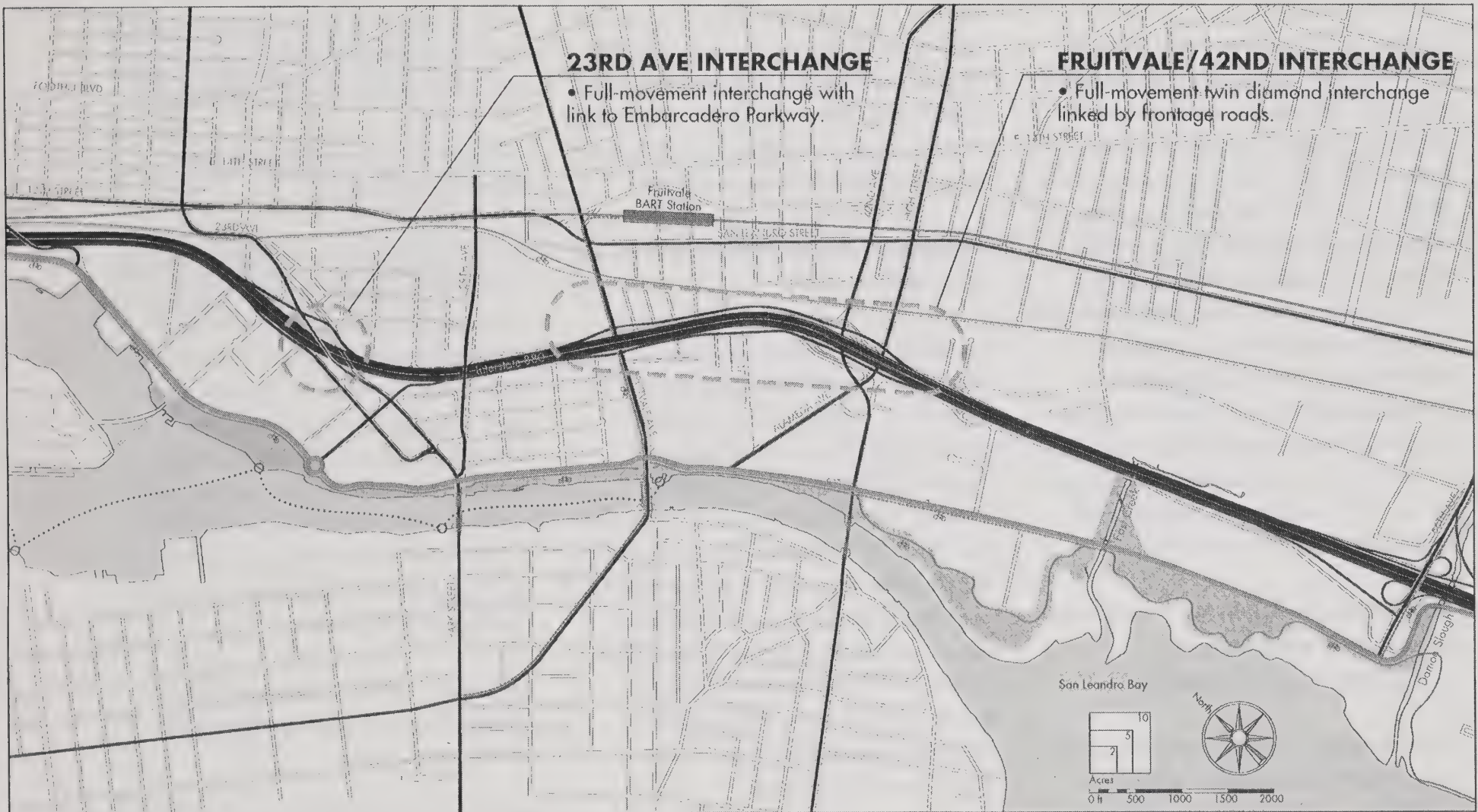


FIGURE III-5: Circulation Plan







In many urban waterfronts across the country and around the world, shoreline transportation corridors have been allowed to become freeway-like environments, providing through movement at the expense of local access. The concept of the Embarcadero Parkway, described above, is based upon a proper balancing of local access with through movement. Traffic-calming approaches should be incorporated into the roadway design to ensure that vehicular movement is managed in consideration of larger recreational functions and aesthetic considerations. The parkway should not become a parallel route to the I-880 freeway, and through truck movement should be prohibited.

*Objective 4: Strengthen local circulation connections between Oakland neighborhoods and the waterfront.*

With clarification of the regional transportation system, better connections can be made between the waterfront and inland neighborhoods. More specifically, emphasis should be placed on improving Broadway, Webster, Franklin, 3rd, 5th, 16th, 23rd, 29th, Fruitvale and High streets to improve

linkages from upland neighborhoods to the Estuary area. Strengthening these linkages can be achieved through changes such as minor alterations of street alignments or extensions of existing roadways, relocating parking areas, or making pedestrian improvements.

*Objective 5: Expand transit service to and along the waterfront.*

Land and water-based transit services should be extended to and along the waterfront. Transit services should be focused along Broadway, Washington, Franklin, Third Street, and Fruitvale Avenue. A special transit loop (rubber-tire) that links Jack London Square with other significant activity centers, Old Oakland, the cultural district near the Oakland Museum, and the Lake Merritt and City Center BART stations should also be encouraged. Passenger light rail service between Fruitvale BART and Alameda should be studied further.

Planned redevelopment on both the Oakland and Alameda sides of the Estuary may, in the future, warrant increased ferry and water taxi service. Water taxis can link activity centers

on both sides of the Estuary, transforming it into a watery boulevard that brings together the Oakland and Alameda waterfronts.

*Objective 6: Improve pedestrian and bicycle circulation.*

Bicycle and pedestrian networks should be extended throughout the waterfront. Through the Embarcadero Parkway, a continuous pedestrian path and bicycle route will be established along the waterfront. Linkages from the waterfront parkway to upland neighborhoods are proposed along connecting routes, including Oak, Lake Merritt Channel, Fifth, Fruitvale Avenue, and Alameda to High Street, as well as the grid of streets in the Jack London District.

*Objective 7: Provide adequate parking without diminishing the quality of the urban environment.*

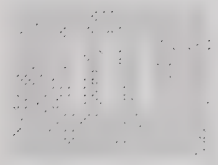
As land uses transition and intensify in the Estuary area, adequate parking will be required to support new uses. Parking areas should be located in consideration of urban design objectives for the area, avoiding



prime waterfront spaces and “auto-free” pedestrian places. A centralized parking management program is recommended for the Jack London District to provide adequate parking for new uses as well as special events. During special events, remote parking should be considered, along with transit and shuttle service that can expand visitation to the waterfront.







# District Recommendations



*Aerial view of the Central Jack London District.*



## Jack London District

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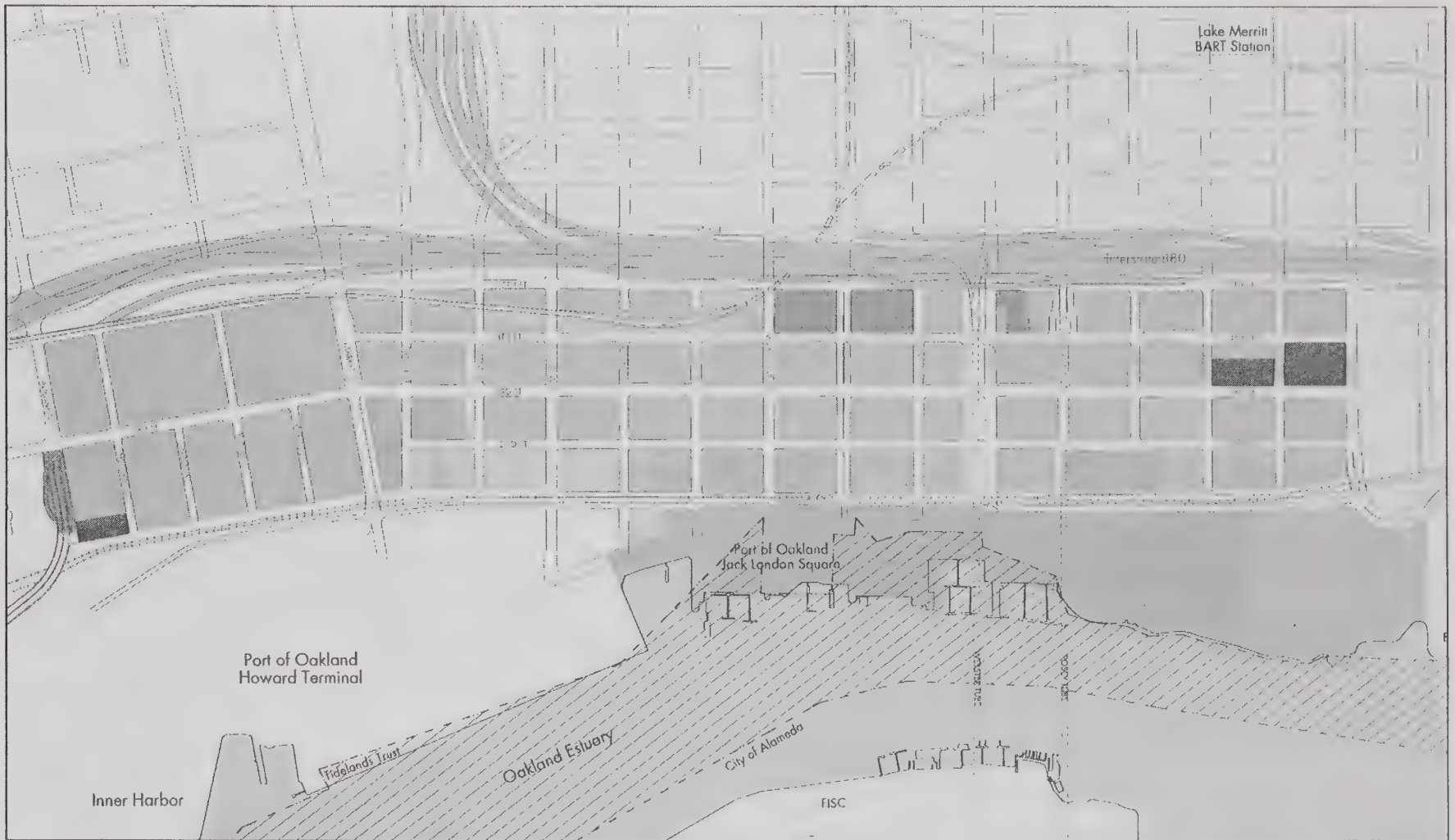
The Jack London District encompasses approximately 225 acres of land situated between Adeline Street on the west and Oak Street on the east. Properties within the district are predominantly in private ownership, but also include some large public land holdings (Figure III-1). In particular, the Port of Oakland has a significant presence, with ownership of 31 acres of land on the water side of the Embarcadero, as well as additional parcels inland. The Jack London District historically served as an important center of maritime trade and commerce, and today is associated with the mythic figure of Jack London, his seafaring adventures, and spirit of rugged individualism.

Over the past several decades, the Jack London District has experienced tremen-

dous change. The westward growth of the port and development of container terminals on filled land, as well as the decline in shipbuilding and fishing after World War II, brought about a transformation in the role of the area. Many of the service support and industrial uses that traditionally occupied the district lost their original reason for being. Some buildings were vacated as these uses moved elsewhere; others continued to be used, but not fully; and still others were adapted to new uses. Although industrial and distribution uses remain dispersed throughout the district, they are particularly concentrated in the western portions of the district between Adeline Street and Martin Luther King, Jr. Boulevard, in closer proximity to the port's maritime activities along the middle and outer harbors. The construction of regional

transportation projects in the 1960s, such as the Webster Tube to Alameda and the Nimitz Freeway, and the location of large-scale public buildings along the freeway corridor contributed to a sense of physical isolation between this area and the rest of the city (Figure III-2).

Today, the transformation of the Jack London District is well underway, with new uses (in particular, retail, dining and entertainment) becoming established along the waterfront on Port property; home improvement and off-price retail to the west of Broadway; and office, work/live and loft residential to the east of Broadway. It is an opportune moment to capitalize upon these positive trends and realize longstanding community objectives for revitalization and renewal of the district as a whole.

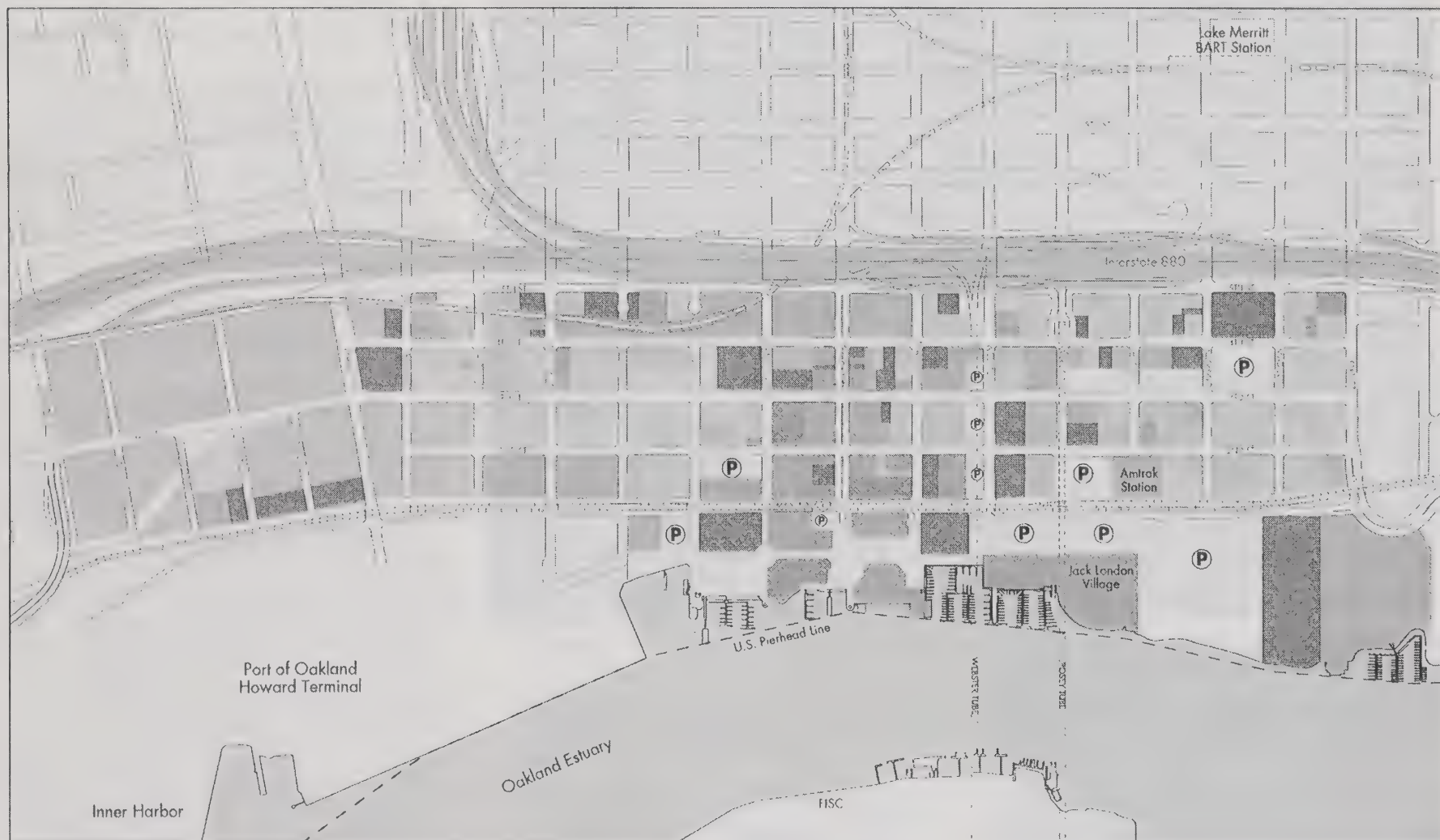


Source: Port of Oakland

FIGURE III-1: Jack London District Current Ownership

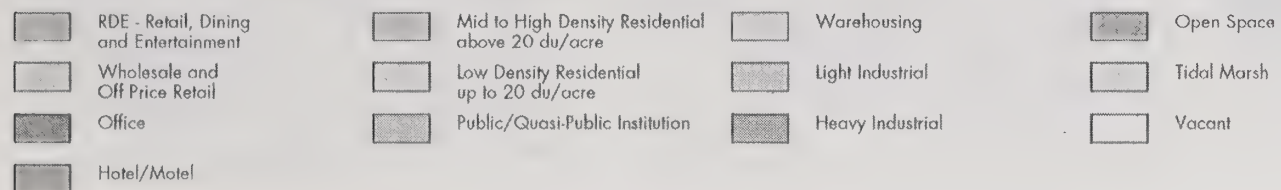






Source: Port of Oakland

FIGURE III-2: Jack London District Existing Land Use







*The Jack London waterfront is becoming a more significant regional destination. The Cirque du Soleil event attracted hundreds of thousands of visitors in 1997.*

The Jack London District can play an increasingly important role in contributing to Oakland's quality of life, making the waterfront a more imageable part of the city. The continued redevelopment of the Jack London District is essential not only for the district itself, but also as part of a citywide and downtown improvement strategy that will help to reposition the

downtown as a multidimensional activity center. The area is closely tied to downtown Oakland, both physically and functionally, and it is important that its continued growth and development be nurtured as part of an overall strategy aimed at revitalizing the downtown and enhancing the image and identity of Oakland.

## LAND USE

The policies for land use are aimed at strengthening the district's economic role within the larger region, building on existing trends and potentials, and broadening the appeal and quality of the area. Envisioned for the area is a mix of uses that builds on the amenity of the waterfront and provides a strong connection with the downtown.

More specifically, within the Jack London District, the Estuary Plan supports existing trends toward commercial and residential land uses (Figure III-3). As set forth by plan policies, the major focus of new retail, dining and entertainment uses would be directed along the Broadway spine and the waterfront to create an area of public interest and activity that seamlessly links with downtown Oakland. To the east of Broadway, new residential development that is compatible with the existing industrial use and character of the area would be encouraged. A residential population in this area can infuse new life and vitality into the district as a whole. West of Broadway, the trend toward off-price retail would be continued and encouraged.



## Retail, Dining and Entertainment District

*JL-1: Reinforce retail, dining and entertainment uses along the waterfront, and extend these uses along Broadway to create a regional entertainment destination.*

Guided by the efforts of the Port of Oakland's Division of Commercial Real Estate, the Jack London Square development is being established as a significant regional destination for retail, dining and entertainment. Although the development was relatively slow in "taking off," sales volumes have more than doubled over the past four to five years. The existing bookstore and cinema are, to a large extent, responsible for the recent turnaround of Jack London Square. Today, the Jack London waterfront includes 225,000 square feet of shops and restaurants, a nine-screen multiplex cinema, 144 hotel rooms, 200 dwelling units, as well as approximately 300,000 square feet of office space. The influx of new tenants, such as Yoshi's jazz club and restaurant, has further enhanced the success of the area and its emerging role and identity as the East Bay's premier entertainment destination.

Success has brought with it considerable challenges. Securing the Jack London District as a viable entertainment destination will require a comprehensive approach to parking, events management, and development expansion. To meet these challenges, the Port must look beyond its own jurisdictional boundaries. In doing so, however, there is a significant opportunity to create, in a coordinated fashion with the City, a unique entertainment district that is reflective of Oakland's culture and heritage, strongly tied to the waterfront environment of the Estuary and to the downtown.

There is strong market potential for additional retail, dining and entertainment uses within the area, and it is important that this potential be strategically used to reinforce the viability of the entire district as an attractive destination.

The Estuary Plan calls for retail, dining and entertainment uses to be intensified within the Phase One portion of the Jack London waterfront (i.e., between Clay and Webster streets), and for the district to be expanded northward along the Lower Broadway blocks between the Embarcadero and Fourth Street.

The following provides more specific policy guidance for development within this area:

*Lower Broadway Revitalization.* Although Broadway is an attractively landscaped street, with mature London Plane trees in wide sidewalks and medians, the existing uses and activities along its length, with a few exceptions, are marginal, and do not contribute to the destination appeal of the area. The plan recommends that a coordinated redevelopment effort be pursued by the Port, the City, and the private sector to revitalize Lower Broadway as an integral extension of this waterfront destination.



*The 880 overpass along Broadway creates a physical and psychological barrier between downtown and the waterfront.*

TABLE III-1

**Illustrative Development Program: Jack London District**

District	Residential (units)		Work/Live & Loft Housing (units)		Office (000sf)		Wholesale/Off-Price Retail (000sf)		RD&E (000sf)		Hotel (rooms)		Warehousing (000sf)		Light Industry/R&D (000sf)		Heavy Industry (000sf)		Public/Quasi-Public (000sf)	
	Existing	Net Gain (Loss)	Existing	Net Gain (Loss)	Existing	Net Gain (Loss)	Existing	Net Gain (Loss)	Existing	Net Gain (Loss)	Existing	Net Gain (Loss)	Existing	Net Gain (Loss)	Existing	Net Gain (Loss)	Existing	Net Gain (Loss)	Existing	Net Gain (Loss)
Adeline to MLK (LI)	6			35	139		215		9				252		236				20	
Off-Price Retail District (ORD)	1				82	42	149	50	18	6			89	(89)	40	(40)	36	(36)	30	
Broadway Spine (RDE)			2		66	88	38	(38)	113	47	300				13	(13)	8		256	
Jack London Square Phase One (RDE)					270	60			160	73	144									
Jack London Square Phase Two (WCRI)					38	22			63	(24)	300				29	(29)			16	
Produce District (MUD)			2		28	52	65	(65)	17	13										
Loft District (MUD)			75	625	274	62	232	(204)	17	25			118	(59)	310	(270)			5	
Waterfront East (Alice to Oak) (WMU)	200	300			100				5											
<b>Total Jack London District</b>	<b>207</b>	<b>300</b>	<b>79</b>	<b>660</b>	<b>997</b>	<b>326</b>	<b>699</b>	<b>(257)</b>	<b>402</b>	<b>140</b>	<b>444</b>	<b>300</b>	<b>459</b>	<b>(148)</b>	<b>627</b>	<b>(351)</b>	<b>44</b>	<b>(36)</b>	<b>327</b>	

Note: This development program is intended as an illustration of possible development scenarios for purposes of financial and parking analysis. Actual development build-out could vary from these projections.

*1.1: Expand retail, dining and entertainment uses along the entire four-block frontage facing Broadway.*

These blocks are particularly suitable for large internalized uses (e.g., performance venues, nightclubs, theaters, themed attrac-

tions, etc.) that would be less appropriate for the extroverted environment desired along the waterfront. Upper level office uses (up to 90 feet or five floors) should be encouraged, to promote a vital daytime population, and to create appropriate spatial definition along this important civic street (Figure III-4).

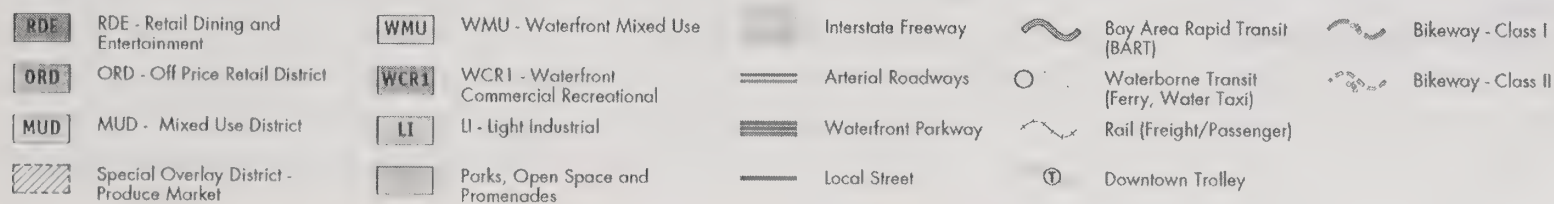
*1.2: Pursue catalyst projects along the Lower Broadway corridor.*

Catalyst projects are proposed to accelerate revitalization, and to influence private sector development and rehabilitation of surrounding blocks (Figure III-5). The





FIGURE III-3: Jack London District Land Use Plan



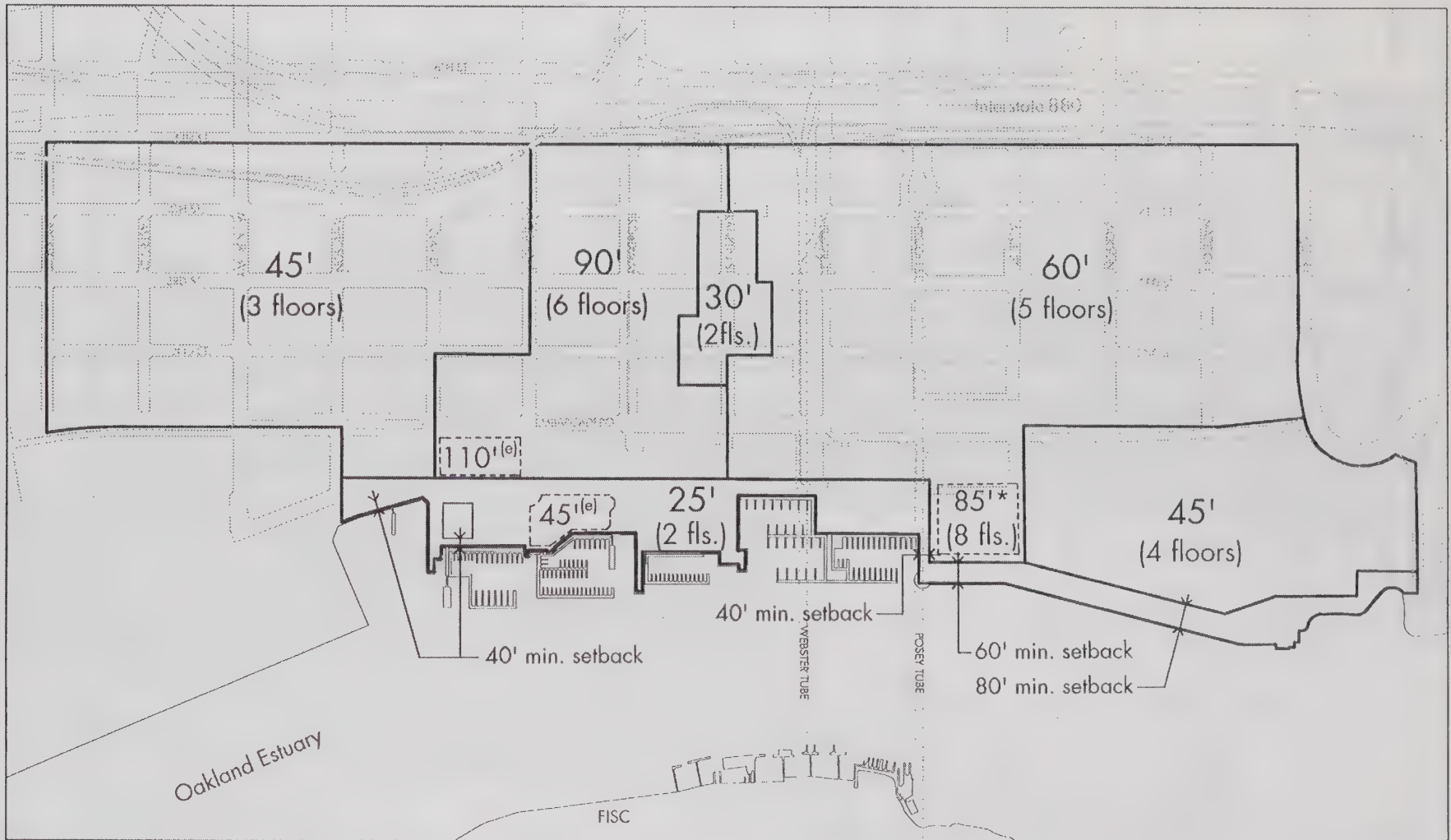


FIGURE III-4: Jack London District Height and Shoreline Setbacks

\* = Special height zones.

(e) = Existing Building in excess of proposed height



acquisition and assembly of selected frontage properties for mixed-use development projects should be facilitated by the use of redevelopment tools as part of an overall strategy of intensification and enhancement. Potential catalyst projects include:

- *A major cinema and entertainment complex on Broadway.* A possible site could be along the western face of Broadway between Second and Third streets, which would provide a strong activity generator at the heart of the Lower Broadway District. This complex could include an eight-plex cinema (2,500 seats), a major entertainment venue or nightclub, and active public-oriented uses (shops, restaurants) facing Broadway.
- *A mixed-use public parking structure for the western half of the block bounded by Broadway, Second, Third, and the Produce District, to ensure that a sufficient supply of convenient parking is provided for the entire entertainment district.* The design of this structure must ensure a sensitive integration within the district, including ground-level retail and restaurant uses along Broadway, Second and Third

streets; access and egress only from the side streets; and a facade design that encapsulates and conceals the parking functions with a visual expression reflective of the entertainment district. Approximately 700 cars could be accommodated within such a structure, on six levels.

- *The creation of a distinctive gateway at and beneath the freeway.* This project should be pursued as a strong expression of public art aimed at overcoming this significant barrier and creating a more hospitable and safe pedestrian environment. The gateway should provide a clear signal that the waterfront entertainment district is more extensive than the blocks immediately adjacent to the Estuary.
- *At the upper end of Lower Broadway, between 4th and 5th streets, relocation of the county social service uses.* New retail, dining and entertainment uses should be developed on these two gateway blocks, with upper floor housing or office uses in order to create a more vital and cohesive urban district.

- *Upgrading the streetscape environment along Broadway.* A coordinated program of lighting, banners, landscaping, sidewalk paving, street furniture, and other amenities should be implemented on this important city street.
- *A coordinated management program for parking, events, maintenance and security, tenant recruitment, and marketing.* A management program should be established to ensure that the district operates as a single cohesive destination.

***Phase One: Jack London Square Intensification.*** Within the Phase One portion of the Jack London waterfront, between Clay and Webster streets, the Estuary Plan calls for the intensification of retail, dining and entertainment activities in conjunction with the enhancement of waterfront open spaces and public pedestrian access. The plan strives to improve views and public access to and along the shoreline, and to promote better continuity of publicly oriented waterfront activities along the length of Water Street, the principal east-west pedestrian axis through the development.

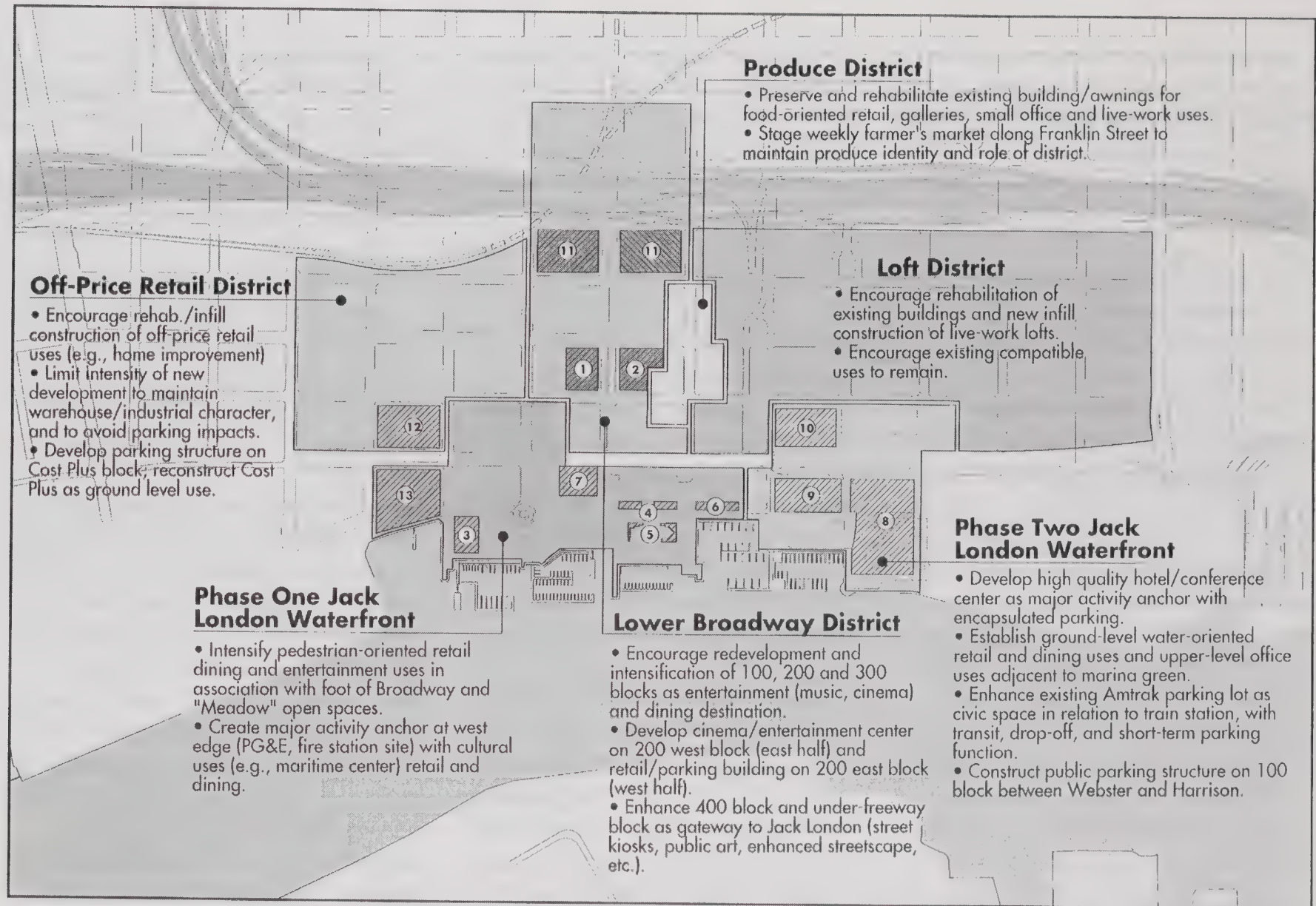


FIGURE III-5: Central Jack London District Development Strategy



TABLE III-2

**Development Strategy: Central Jack London District****Priority One Projects (0 - 5 years):***Intensify Phase One Jack London Waterfront and establish Lower Broadway Entertainment District.*

1. 60,000 sf Entertainment Complex (8-plex cinema and nightclub/restaurant).
2. 700 car-Public parking garage with 10,000 sf ground level retail dining along Broadway.
3. 20,000 sf Brew Pub/cafe with second level dining/viewing terrace.
4. 4,000 sf Food Pavilion (ice cream, pastries, coffee, sandwiches, etc.).
5. 5,000 sf Intensification of existing retail uses.
6. 5,000 sf glass shed addition for restaurant/cafe.
7. 40,000 sf "Flagship" Retail Anchor and/or Entertainment Attraction.

**Priority Two Projects (2 - 10 years):***Develop eastern activity anchor and parking supply.*

8. 265-room hotel/conference center with 265 car parking garage (encapsulated).
9. 60,000 sf office building with 33,000 sf ground level retail/dining and 300 spaces of basement and/or encapsulated above-grade valet parking.
10. 1,100-car parking garage with ground level office to replace existing.
11. Redevelop County Courthouse and social services complex with active public-oriented uses along Broadway.

**Priority Three Projects (5 - 15 years):***Develop western activity anchor and parking supply.*

12. 900-car public parking garage with ground level Cost Plus at 30,000 gsf.
13. Redevelop fire station and fuel tank site with cultural uses, retail and dining.

*1.3: Intensify retail, dining and entertainment uses on the ground level of buildings within the Phase One Jack London waterfront.*

As on the Lower Broadway blocks, the plan requires that all ground-level frontages of

buildings within the area be developed in active public-oriented retail, dining or entertainment uses. In order to intensify the continuity of pedestrian activity within the area, several infill and development opportunities are identified by the plan. These include:

- *A "flagship" retail anchor or entertainment attraction on the vacant site at the southwest corner of Broadway and the Embarcadero.* Development of this site should generate significant activity and interest at this key intersection. This development, which could support a major user on six levels (90 feet), should be of a landmark design befitting its strategic location. For instance, the use of glass to create a transparent facade that reveals interior activities on all levels would help to enliven the Lower Broadway and Jack London entertainment districts.
- *A freestanding restaurant and dining pavilion adjacent to the proposed Meadow Green open space and a historic boat basin at FDR Pier.* This development should create a strong destination at the western terminus of the Water Street corridor. The pavilion is envisioned as a two-story structure, with a distinctive roof treatment and generous outdoor terraces at the second level for outdoor dining and public viewing of the nearby cranes at the Howard Terminal. A restaurant (or possibly microbrewery) is suggested as

one major tenant of the building, with a ground-level delicatessen and cafe offering fast food and outdoor seating along the Meadow Green.

- *In the plaza adjacent to the existing Barnes and Noble bookstore, the addition of kiosks and retail extensions.* The kiosks should help to intensify activity on a daily basis, and provide patrons with high-quality fast food (e.g., ice cream, coffee, juices, deli items, candy, etc.) and an attractive environment for outdoor eating, with views to the water. Two such food kiosks are envisioned, with a total of up to 5,000 square feet of enclosed space. In addition, the plan provides for the expansion of existing retail uses (up to 5,000 square feet) on the south side of the plaza to provide a stronger retailing edge. Water Street should be maintained as a clear promenade, with a minimum width of 40 feet. The design of the pavilions and retail extensions should contribute to the festive visual environment, and should be substantially transparent in nature.

- *A cafe extension between Franklin and Webster streets, on the south side of the Oakland Tribune building.* A glassy cafe extension structure should be constructed to create a more interactive environment along this segment of the Water Street promenade. An extension of approximately 30 feet would be allowed, retaining Water Street as a 40-foot-wide promenade.

- *Redevelopment of the block bounded by the historic boat basin, the Embarcadero, and Clay and Jefferson streets for public-oriented commercial-recreational and/or cultural use (e.g., maritime museum).* This longer term project should be pursued to help activate the water's edge and create a major activity anchor at the western edge of the Jack London waterfront. Such redevelopment would require relocation (or onsite reconstruction) of the existing fire station and acquisition of the PG&E fuel tanks along Jefferson Street.

- *Removal of surface parking south of the Embarcadero, with the exception of a limited amount of marina drop-off at the*

*feet of Webster and Clay streets, and relocation of valet parking.* Loading docks should also be prohibited south of Water Street, from (and including) Harrison to Clay Street.

- *Upper level office use throughout this subarea.* Similar to the Lower Broadway area, upper level office uses should be encouraged to promote an active daytime population. The height of development within the Phase One area should be up to 90 feet (six levels) north of Water Street, except the existing Port office building (110 feet). In addition, development south of Water Street should be no more than 25 feet or two floors in height, and carefully sited and designed to avoid shadowing of the Water Street axis (Figure III-4).

#### Waterfront Commercial-Recreational District

*JL-2: Encourage the redevelopment of Jack London Square between Webster and Alice streets for commercial-recreational and waterfront-oriented uses, including a high-quality hotel.*



The Phase Two portion of the Jack London waterfront between Webster and Alice streets represents the first generation of waterfront redevelopment undertaken in the 1960s and 1970s; as such, many of the buildings are in deteriorating condition. For instance, Jack London Village, a specialty commercial development, is experiencing significant vacancies because of its age, design, and remote position in relation to the remainder of the Jack London waterfront. Continuity of public pedestrian access between Jack London Village and the Phase One portion of the development is circuitous and unfriendly. While the First and Last Chance Saloon and Jack London's cabin provide a unique sense of the historic waterfront, they are isolated in relation to surrounding activities.

### *2.1: Encourage the redevelopment of key sites within the Phase Two waterfront.*

A number of key sites along the Phase Two waterfront should be redeveloped in a manner that provides significant public access and open space adjacent to the water's edge, and perimeter activities that complement and enliven the waterfront environment.

Uses with large internalized environments (e.g., nightclubs, cinemas, performance spaces) should be discouraged in favor of activities with a strong relationship to the water's edge and the planned Marina Green (see Public Access and Open Space).

Key development sites include:

- *The Jack London Village site between Harrison and Alice streets.* This site is one of the last remaining sites along the waterfront that could be developed as a full-service waterfront-oriented hotel, and it should be reserved for this purpose. The high-quality hotel and conference center should be developed as an eastern anchor to the Jack London waterfront, and should provide an appropriate transition to the planned residential development on the Site B property. The hotel should be a public-oriented facility with at least 100 rooms, meeting and reception spaces, ground-level retail and restaurant uses, and other amenities facing the Marina Green and the waterfront promenade.
- *The block immediately north of the proposed hotel and Water Street.* This block should be developed as a small, mixed-use parking structure (not to exceed 300 spaces) to serve the hotel/conference center. This structure should be designed to encapsulate the parking functions from the Marina Green and the waterfront, and should include active ground-level uses along the Water and Harrison street edges. Access to the parking should be from Alice and/or Harrison streets. The parking structure should include parking for bicycles within it, as well as rooftop recreational uses, such as tennis, swimming, and public viewing areas.
- *North of Water Street, between Alice and Webster streets.* In this area, development of a mixed-use complex with ground-level retail and restaurant uses oriented to Water Street and the Marina Green should be pursued. This building should be designed to include two upper levels of office with encapsulated below-grade attendant parking within an overall envelope of approximately 90,000 square feet. The First and Last Chance Saloon

should be incorporated as part of this development, either by retaining it in its present location or by incorporating it within the new frontage as a landmark element.

- *North of the Embarcadero, on the 100 block bounded by the Embarcadero and Webster, Second and Harrison streets.* A public parking structure should be constructed with up to 1,100 spaces in this location, where it can serve both Phase One and Phase Two portions of the waterfront, as well as the Produce District and the Loft District.

An at-grade crossing should be pursued over the rail tracks to improve pedestrian access to the waterfront. The design of the parking structure should incorporate active ground-level uses along Webster Street (e.g., retail, office) and be designed to be complementary to the warehouse character of the adjacent district. A pedestrian bridge across the Embarcadero and rail tracks to the Phase Two waterfront development should be encouraged to supplement at-grade access. The design of this structure

should mirror the existing bridge at the Washington Street garage, and create a sense of arrival at the waterfront district.

- *The Amtrak parking lot.* This site should be retained for open space, short-term parking, and transit drop-off in association with the train station. It should be designed to accentuate the civic gateway role and function of the rail terminal building.
- The height of buildings north of Water Street should be no more than 60 feet, and no more than 25 feet or two floors south of Water Street, with the exception of the hotel, which is envisioned as a distinctive visual landmark at the eastern terminus of the Jack London waterfront and Marina Green. As such, the hotel should be designed with a varied silhouette and roof form and generous outdoor terraces. Subject to these criteria, a height up to 85 feet or eight floors is recommended. North of the Embarcadero, a parking structure will be permitted to a maximum height of 60 feet (Figure III-4).

## Off-Price Retail District

*JL-3: Provide for the expansion of off-price retail establishments west of Broadway.*

Currently, in the area west of Washington Street to MLK Boulevard, there is an eclectic mix of uses that includes offices, studios, retail, warehouse and light industrial uses. Over the past several years, a concentration of off-price retail uses oriented primarily to the home furnishings market has also developed in this area (representing approximately 150,000 square feet of space). Current retailers include Cost Plus, Bed & Bath Superstore, Whales & Friends, Iguana Ameramex, and MOCHA



*A mixture of home improvement and off-price retail businesses have created an attractive district immediately west of Jack London Square.*



(children's art museum and store). These businesses tend to fit well in this environment, which bridges the more intense regional entertainment and dining attractions at the water's edge and the heavier industrial and service commercial uses inland and to the west.

Opportunities exist to expand and strengthen this unique district with additional retail space within rehabilitated warehouse buildings and/or new construction. Oakland, and the inner East Bay, are underserved by shoppers goods retailing. Easily accessible short-term parking that is free or moderately priced (parking meter rates) also needs to be maintained for uses within this area. As such, the lower intensity nature of the district should be maintained, and some of the convenient surface parking that exists along the streets and in onsite landscaped surface lots should be retained. However, additional structured parking will also be required to serve the area in the longer term future; therefore, consideration should be given to a future garage within the general vicinity of Cost Plus, providing replacement space for this retailer on the ground floor. The Off-Price

Retail District should also be included within a larger parking district to ensure reciprocal parking arrangements.

The scale of buildings within this area should be retained, at 45 feet or less in height. The recommended parking garage, if located adjacent to the existing Washington Street garage (68 feet) and the Port office building (110 feet), could be permitted to a height of 68 feet (Figure III-4).

#### Produce District

*JL-4: Preserve the historic character of the Produce District, and encourage activities that create a vital and viable urban mixed-use district.*

The Produce District represents the most significant concentration of food-related businesses within the area. It is also among the oldest enterprises along the Estuary, dating from 1917, when the City relocated the facilities from 11th and Webster streets to the vicinity of Third and Franklin. Today, it encompasses several blocks and supports approximately 130,000 square feet of space operated by 13 merchants, the major-

ity of whom sell directly to local restaurants. In addition, the Oakland Grill, at the heart of the district, has established a restaurant business that caters to Produce District customers and lunchtime office workers, as well as regional patrons. The Produce District is recognized by many for its distinctive market buildings, with wide canopies and broad openings, as well as the activity of large trucks and forklifts moving produce on the sidewalks and in the streets. It is an exciting place in the early morning hours until around noon, but it has declined over the past several years, both in terms of business volume and the number of merchants.



*The historic produce market with its projecting awnings and vibrant street-life is a unique district in downtown Oakland.*

The continued viability of the Produce District has been a major topic of public discussion in Oakland. Market conditions in the Bay Area are still conducive to centralized wholesale produce sales. However, the buildings at this location are functionally obsolete, and operational difficulties limit the district's future potential as a viable distribution center. In order to compete in this industry, the merchants need a modern facility with loading docks and refrigeration, convenient parking and loading, and easy access to regional transportation facilities. Previous City studies have suggested that if centralized wholesale produce sales are to remain over the long term in Oakland, public action needs to be taken to establish a new location. The City of Oakland is currently investigating this strategy as a separate effort to the Estuary Plan.

The historic character of the Produce District should be maintained through rehabilitation and reuse of existing market buildings, and the introduction of new activities that can maintain the economic viability and urban vitality of the area. Retention of the historic character and ambiance of the Produce District should

differentiate it from other Oakland destinations, and should complement nearby retail, dining and entertainment activities along Broadway and the waterfront.

On the basis of preliminary analysis, reuse of the existing buildings appears to be economically feasible, meaning that the value of the properties under reuse would cover the costs of seismic upgrading and other building improvements and provide a residual land value. From a market perspective, there is demand for converted space in existing buildings, and reuse could be absorbed in the near future. The most feasible uses in the short term would include open-floor loft-type office space (with exposed structure, skylights, and courtyards) and some retail frontage.

#### *4.1: Provide for a mix of new uses in the Produce District.*

Recognizing market and financial factors, the plan provides for a diverse range of uses in the Produce District, including existing wholesale and distribution activities. Special priority should be given to attracting food-oriented retailers that can maintain the

character of this market district, particularly at the key intersection of Third and Franklin streets. Other uses, including office, work/live lofts and warehousing, should also be encouraged, with the goal of allowing flexible reuse of the buildings.

#### *4.2: Encourage the sensitive rehabilitation and adaptive reuse of existing buildings.*

Within the designated Produce District, buildings should be preserved and rehabilitated. Modifications to the structures to facilitate reuse should be allowed, provided that such modifications do not significantly alter the exterior character or massing of the buildings. For instance, glazing of the openings should be undertaken in an industrial aesthetic (e.g., metal sash windows, overhead doors), in keeping with the existing building materials and to ensure maximum interaction between interior and exterior activities. Canopies, overhangs and arcades should be required. The maximum height of development in this area should be 30 feet or two floors (Figure III-4).



*4.3: Encourage the location of a farmers market along Franklin Street.*

In order to retain the market character of the Produce District, it is recommended that Franklin Street be improved as an expanded venue for the weekly farmers market, which currently occurs at Jack London Square. As the waterfront is intensified with new development, increased daily activities and special events, it may not be appropriate for the farmers market to remain in its current location. Franklin Street offers a nearby alternative, with a direct pedestrian link to the waterfront and an 80-year legacy of street-oriented market activities. This recommendation would require closure of the street to traffic and parking on market days.

**Mixed-Use Loft District**

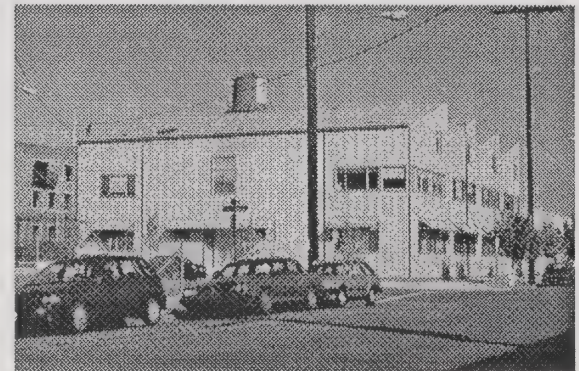
*JL-5: Encourage the development of nontraditional higher density housing within a context of commercial and light industrial/manufacturing uses, east of Broadway and north of the Embarcadero.*

The area east of Broadway to Oak Street is characterized by a number of food-related businesses, warehouses used for storage and distribution of products, some office uses, as well as a mixture of service and support uses. Over the past few years, a number of nontraditional residential projects have been developed between Franklin and Oak streets. These projects are primarily oriented to alternative or “lifestyle” housing, work/live, studios and loft-style units that take advantage of the unique urban qualities of the built environment. Housing in this area is an extremely positive trend. It should be encouraged in order to support the retail and entertainment uses in the adjacent districts, and to help promote a more secure and vital environment with a day and nighttime population.

Currently, there are approximately 75 work/live units that have been developed within existing buildings (such as the Tower Lofts, Fourth Street Building, We the People). Further intensification of this type of housing should create an opportunity to add over 600 additional units in the area, both within rehabilitated structures and in new construction. In conjunction with the

existing and planned housing south of the Embarcadero, this new housing will create sufficient critical mass to establish a strong sense of neighborhood. As discussed above, other land uses, including light industrial, warehousing and distribution uses, will be allowed to remain within this area. As such, the plan requires that new development create appropriate setbacks and transitions to adjacent land uses in order to avoid land use conflicts that would affect the livability of housing or the viability of existing businesses.

New development should be limited to 60 feet in height to maintain the character of the existing multistory warehouses and industrial buildings. Currently, the indus-



*Over the past five years numerous work/live and loft studio projects have been developed in the Jack London District.*

trial buildings within the area create a strong context and urban tradition, with buildings fronting onto streets, respecting the grid pattern, framing activities, and creating an attractive pedestrian scale. A fine-grain building pattern should be encouraged to give character and interest to the area as a special urban district. Uses that are large-scale, institutional, or suburban in character should be discouraged in favor of activities that are extroverted in nature and oriented to the street and public domain.

Active, publicly oriented ground-level uses and build-to lines along streets are encouraged. Building floorplates should be minimized to no more than half the overall block dimension, with windows and doors oriented to the street. Canopies, arcades and overhangs should be encouraged throughout the district. The use of industrial materials (e.g., corrugated metal, glass, steel) should be encouraged to reinforce the identity of the district. Onsite parking and loading for new development should be largely concealed from view from the street and/or encapsulated within the buildings to promote continuity of the urban fabric.

Surface parking lots serving existing structures should be well landscaped.

### Light Industrial

*JL-6: Maintain light industrial and warehousing uses west of Martin Luther King, Jr. Boulevard.*

The plan calls for the maintenance of light industrial activities, including warehousing and distribution uses west of Martin Luther King, Jr. Boulevard. This area, by virtue of its proximity to the Inner Harbor terminals and to the rail corridor, has the highest concentration of industrial activities. While the introduction of office and retail uses should be permitted within this area to promote economic diversity, these uses should be carefully screened to ensure that they are compatible and complementary with existing industrial activities, and with the adjacent West Oakland neighborhood north of the I-880 freeway. Light industrial uses should also be permitted on a conditional basis within other portions of the Jack London District, including the proposed Off-price Retail District and the Produce

District, provided that such businesses can demonstrate compatibility with the primary land use objectives for these areas.

### Waterfront Mixed-Use District

*JL-7: Allow for a mix of urban uses to the east of Alice Street that maintains and enhances views and public access to the waterfront.*

Along the waterfront, east of Alice Street, are two existing large-scale projects, including the Portobello residential complex and the KTVU television station, and one planned and approved residential development on the Port's 10-acre Site B parcel (Lincoln Properties). The incongruity of the land uses, the self-contained nature of each project, and the interruption of the city grid combine to diminish the sense of a cohesive district. As a result, it is particularly important that open space and public access improvements provide strong linkages and amenity within this area.



## PUBLIC ACCESS AND OPEN SPACE

The policies for public access and open space within the Jack London District are aimed at heightening the sense of the water, increasing public access to and along the Estuary and connections back into the city, reducing pedestrian/vehicular conflicts, expanding the range of attractions, and enhancing the amenity and identity of the area as an attractive setting for new activities.

### Waterfront Promenade

*JL-8: Create a continuous waterfront promenade along the water's edge.*

Currently, public shoreline access along the Jack London waterfront is interrupted and/or constrained at key points (Figure III-6). Between Webster and Harrison streets, the 70 Jack London Square building and adjacent structures restrict shoreline access, forcing pedestrians passing between the Jack London Square and village developments into the surface parking lot. Similarly, Il Pescatore and Kincaid restaurants are built over the water's edge, limiting

shoreline access at the Webster and Franklin street ends, respectively. Between Franklin and Washington streets, shoreline access adjacent to Scott's Restaurant and the Waterfront Hotel is narrow and circuitous; pedestrian walkways are less than 10 feet in width, are difficult to find, and do not have a strong public character.

In order to create a continuous waterfront promenade along the shoreline, the following specific policy direction is provided (Figure III-7):

*8.1: Establish a continuous waterfront promenade at least 25 feet wide along the entire shoreline edge, from the foot of Clay Street to Estuary Park.*

This promenade should be implemented along portions of the waterfront that are currently obstructed or constrained as opportunities arise, leases expire and/or substantial improvements (i.e., greater than 50 percent of the property value) are made. The promenade should have a continuity of treatment, with landscaping, lighting, benches, and other pedestrian amenities.

*8.2: Establish minimum waterfront setbacks in the portion of the Jack London waterfront between Clay and Alice streets.*

A minimum setback of 40 feet from the water's edge, or an amount equivalent to the height of adjacent buildings, whichever is greater, should be established in this area. Outdoor cafes and seating should be encouraged along the frontage of the waterfront promenade (e.g., in the 15 feet between the setback and the waterfront promenade).

Between Alice Street and Estuary Park, a minimum setback of 60 feet from the shoreline edge should be established, in order to create a generously landscaped greenway and promenade.

*8.3: Establish public access along the historic boat basin.*

A floating walkway and/or pile-supported deck along the edge of the historic boat basin between Clay and Jefferson streets should be established to provide public access to the vessels and the boat basin.

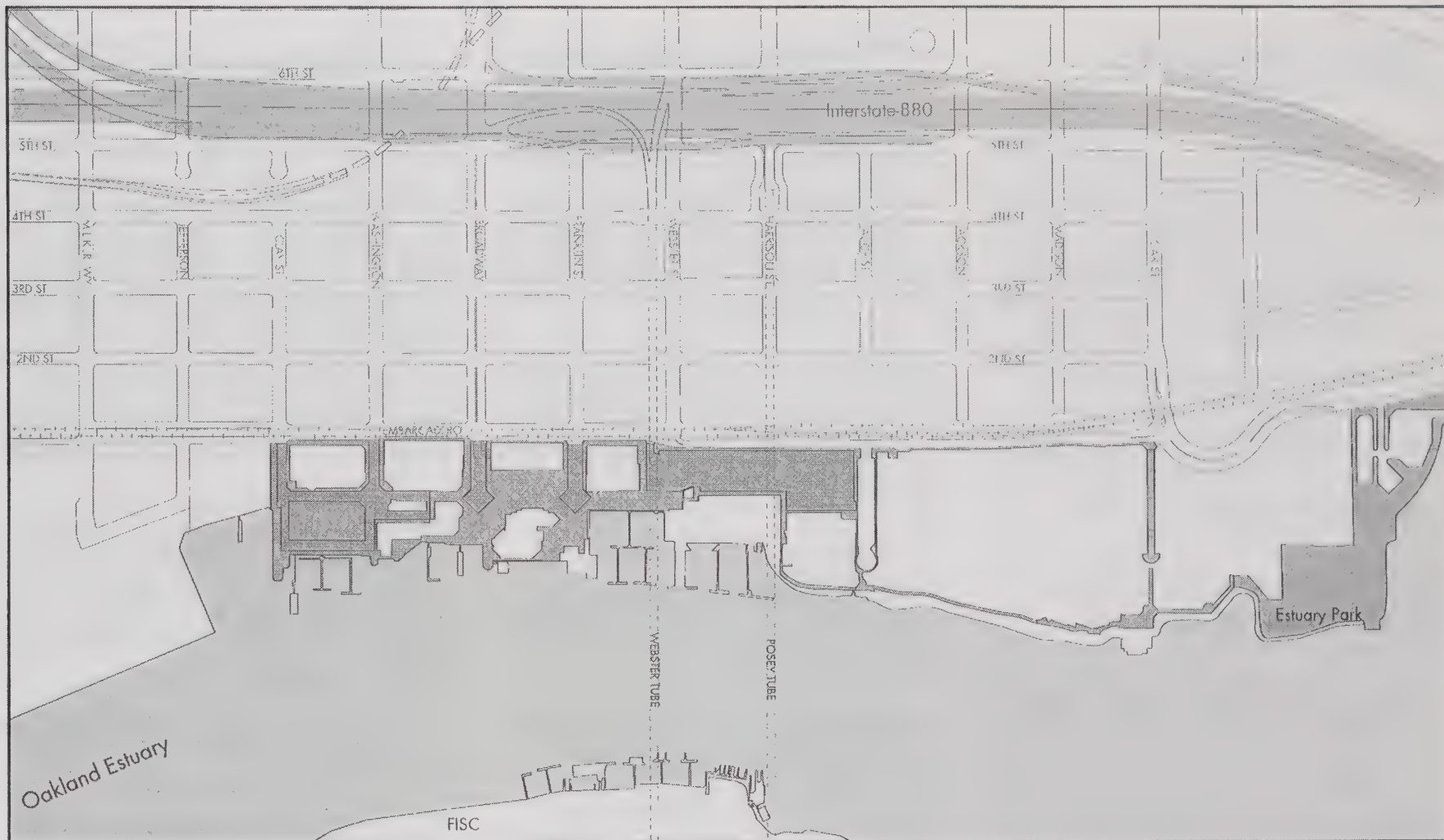
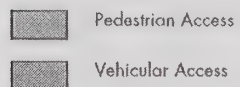


FIGURE III-6: Jack London District Existing Public Access and Open Space





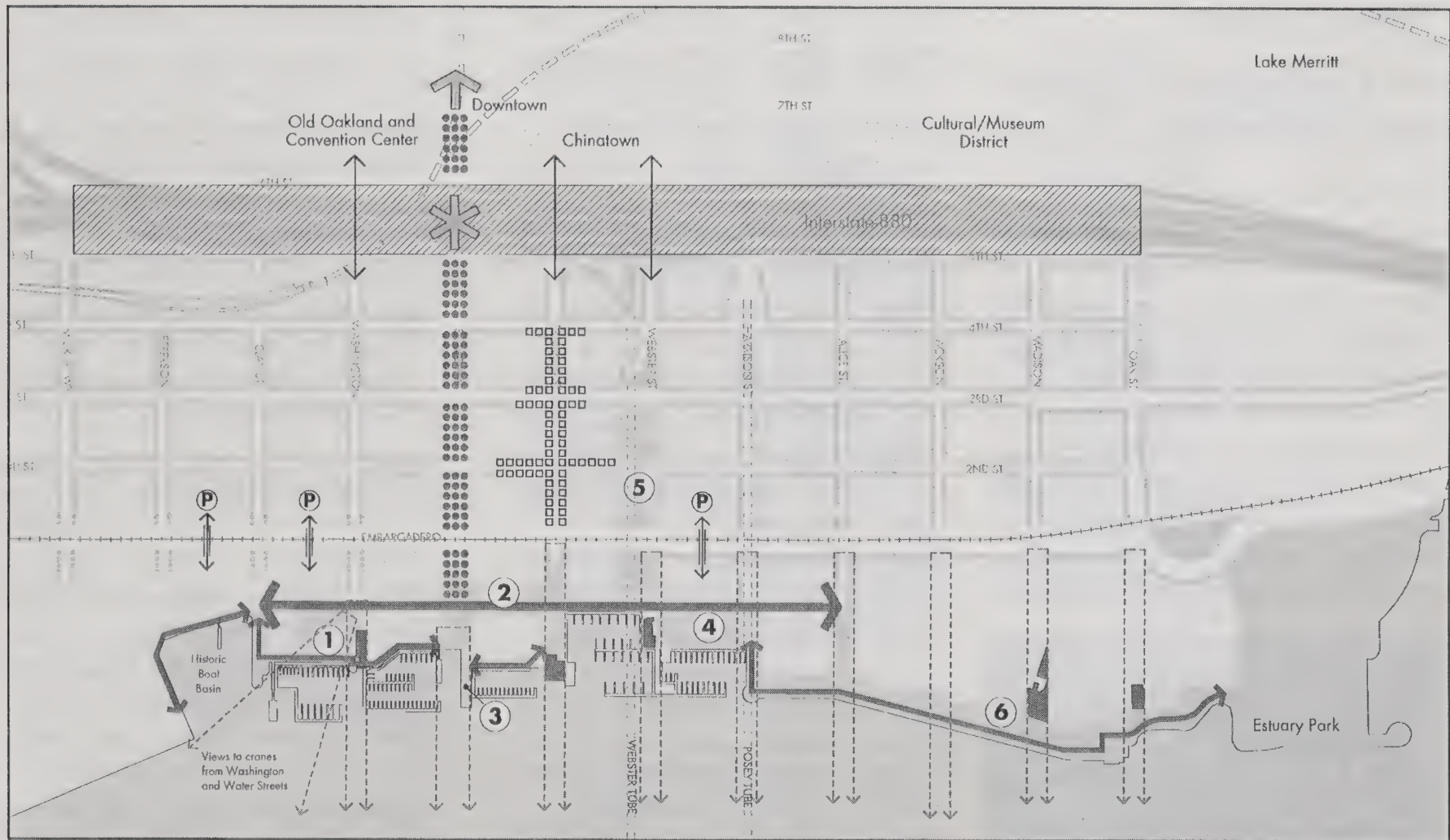


FIGURE III-7: Jack London District Public Access and Open Space Plan

- 1** "Meadow Green"
- 2** Broadway Plaza
- 3** Broadway Pier Extension
- 4** "Marina Green"
- 5** Webster Green
- 6** Greenway
- \*** Improve Broadway Freeway undercrossing with Major Gateway Element.
- Upgrade lighting and landscaping along Broadway.
- Preserve and extend awning/arcades along Franklin Street.
- Undertake streetscape improvements to enhance pedestrian environment/linkages.
- As leases expire and/or as significant (e.g. >50%) improvements are required, view corridors should be opened up.
- Create linked system of public open spaces oriented to Estuary.
- Create uninterrupted shoreline band of public access.
- Preserve and enhance views to the estuary.
- Improve visual access and lighting under freeway.

## Waterfront Open Spaces

### *JL-9: Establish a well-structured system of water-oriented open spaces.*

While the Jack London waterfront has established itself as a regional retail, dining and entertainment destination, the full potential of its public environment is still unrealized. Open space is provided in an opportunistic rather than deliberate manner; there is a lack of clarity between open spaces and activities; and there is confusion between pedestrian and vehicular spaces. More than half of the existing open space used for special events is currently shared with automobiles, and pedestrian/



*Much of the open space in Jack London Square is shared with automobiles which creates pedestrian conflicts and confusion.*

auto conflicts are evident throughout the development. It is not the total amount of open space that is at issue, but rather where the open space is located and how it is structured and managed.

#### *9.1: Organize open spaces more effectively to enhance orientation and identity, and to improve the attractiveness of the area.*

Public areas need to be organized to remove pedestrian/automobile conflicts, so that pedestrians take priority. Open space should also be structured to create a clearer sense of arrival and orientation to the Estuary, and to ensure an ordered sequence of experiences that will entice visitors to extend their stay.

#### *9.2: Improve existing open spaces.*

Currently, there are two principal open spaces within the Jack London waterfront: the Barnes and Noble Plaza, and the "Meadow," also known as Site A. The plan recommends improvements to these spaces as follows:

- *The "Meadow Green":* An approximately one-acre open space should be developed

immediately west of the Waterfront Hotel and east of the proposed restaurant pavilion along the FDR Pier at the foot of Clay Street. Existing surface parking along the shoreline edge should be removed to create an open space of equivalent size to the existing green. This open space will be enlivened by adjacent uses, and will also benefit from existing views to the Howard Terminal cranes and the Estuary, and by close proximity to the historic boat basin.

- *The Broadway/Franklin Plaza:* The Broadway/Franklin plaza, including the street ends and the Barnes and Noble plaza, should be reconfigured to create a more interactive and pedestrian-friendly open space. All surface and valet parking between Broadway and Franklin streets should be removed from the plaza areas and relocated to the Barnes and Noble garage to create a single point of arrival for people wishing attendant parking services. The freeing up of the surface open space for pedestrian-exclusive activities will allow for the creation of a suitable terminus to Broadway, and for the creation of a seamless open space



experience. The plaza area between the two streets could be reconfigured by lowering much of the raised terrace to a flush condition with Water Street, and by introducing retail food pavilions within the space that can help enliven it and provide convenient food to patrons. Sitting and outdoor eating areas should be located within this space and at the foot of Broadway and Franklin streets, in close proximity to the water's edge.

*9.3: Create new open spaces that enhance the sense of the waterfront and activities to and along it.*

Two new waterfront open spaces should be created: one along the waterfront in the Phase Two portion of Jack London Square, and one that leads to this space along Webster Street:

- *The Marina Green:* Within the Phase Two portion of the Jack London waterfront between Webster and Harrison streets, an approximately one-acre open space should be created directly adjacent to the existing recreational marina. This space, which would

be framed by the planned harbormaster building on the west and the proposed hotel on the existing Jack London Village site, should provide an attractive place for people gathering as well as casual recreation and passive enjoyment. Activities from the adjacent hotel and the mixed-use retail/office development will spill onto the space, further energizing the area. The space will have a direct linkage with the planned Webster Street Green (see below) and the waterfront promenade and greenway between Alice Street and Estuary Park.

- *Webster Street Green:* The existing street should be reconfigured to create an attractive green (approximately one acre) that can function both as an important pedestrian route to the waterfront and as an attractive open space amenity for the mixed-use loft district that is emerging around it. By relocating the surface parking lots above the tube to a new parking garage or elsewhere (see Parking Strategy), this land, which is not buildable, can be used for the creation of the Webster Street Green. In the spirit of San Francisco's South Park, the green

should be approximately 85 feet wide, surrounded by narrow one-way streets, convenient on-street parking, and framed with mid-rise residential, office and retail buildings.

### Special Events

*JL-10: Continue to stage special events along the waterfront of the Jack London District.*

Events management has overcome some of the constraints of the open space setting by programming a variety of activities that are of broad public appeal. During special events, vacant parking lots, auto drop-off areas and vacant development parcels, as well as Water Street and public access areas along the water's edge, are transformed. Over the past four years, more than 160 events have been staged within the Jack London waterfront. They include major civic events and concerts of 9,000 to 15,000 people (e.g., Fourth of July, Lighted Yacht Parade), smaller events and celebrations, and the weekly farmers market, which draws between 5,000 and 6,000 customers each Sunday.

Continued events use of the existing waterfront open space is an extremely important function that not only serves community needs, but also reinforces the retail, dining and entertainment activities. However, existing open spaces are reaching their capacity to accommodate events in excess of 30,000 people, not only in terms of size, but also in terms of the ability to provide parking. Currently, parking for up to 1,500 cars is provided on Site B; with the development of this property, the use of shuttles from the downtown and remote parking sites will be more critical during events.

Major events with attendance greater than 35,000 or individual performances with attendance of more than 10,000 will need



*The Estuary is a popular venue for rowing and other recreational boating.*

to be staged at other locations along the waterfront or elsewhere within the city. However, it is important that events continue to be staged within the Jack London District. Event locations should include the foot of Broadway and Franklin streets, the meadow area, along Water Street, the proposed Marina Green between Webster and Harrison streets, and along the linking streets of Franklin, Webster, Washington and Broadway.

### Water Space

*JL-11: Ensure that the use and treatment of water spaces reinforce shoreline public access and open space to optimize public enjoyment of the Estuary.*

The Estuary, as it passes through the Jack London District, is a narrow expanse of water, 700 to 900 feet in width. The water space provides an ever-changing stage of activity; one can view 1,000-foot-long container ships negotiating the channel alongside 25-foot recreational sailboats. Views to the water space are somewhat limited in many places by development. In addition, the proliferation of marina slips along much

of the Jack London waterfront has also reduced views to the water and opportunities for the general public to experience the open water space of the Estuary.

*11.1: Preserve the remaining areas of open water.*

In order to preserve the remaining areas of open water, no additional marina slips (beyond the current marina improvement project) should be developed along the Jack London waterfront between the foot of Jefferson Street and Estuary Park.

Between Harrison Street and Estuary Park, open water should be maintained along the majority of this promenade, affording views to the Estuary and the Alameda shoreline.

*11.2: Enhance the historic boat basin.*

The existing cove between Jefferson and Clay streets should be further enhanced as a historic boat basin, featuring the lightship Relief, the Potomac, and other vessels as appropriate. The boat basin will continue to accommodate fire boats for the adjacent



fire station, unless the station is relocated (e.g., to the Oak through Ninth area).

*11.3: Develop a new public access pier at the foot of Broadway.*

A public access pier should be constructed that extends to the pier-head line (approximately 175 feet) at the terminus of Broadway to afford pedestrians the opportunity to go beyond the marinas and view up and down the Estuary, toward San Francisco and the working waterfront of the Howard Terminal.

## Views

*JL-12: Maintain and enhance view corridors to the Estuary, and to the working waterfront.*

*12.1: Maintain, and in the future establish, the full width of the north-south streets as view corridors.*

In addition to their linking role, the north-south streets provide important view corridors to the waterfront, which should be maintained for the full width of the

right-of-way (generally 80 feet). Where the grid pattern of streets is interrupted east of Alice Street along the waterfront, these view corridors should be retained to the waterfront as 80-foot-wide visual easements. As leases expire and/or when substantial improvements (i.e., greater than 50 percent of the property value) are made, the Port should reestablish street end views where they are currently obstructed (e.g., at the terminus of Franklin, Webster, Madison and Oak streets).

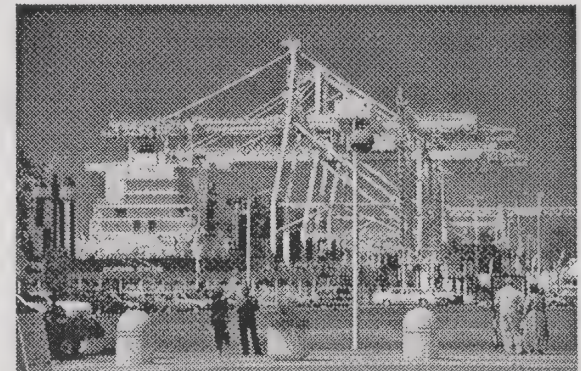
*12.2: Establish other key viewsheds to the water.*

In addition to the north-south view corridors, several other key viewsheds should be established:

- Wider viewsheds to the Estuary (150 feet) should be maintained south of Water Street along Broadway; no further building encroachments within these viewsheds should be permitted.
- From the intersection of Franklin and Water streets, and along the shoreline promenade to Webster Street, no further visual obstructions should be permitted

that would obstruct views to the marina and Estuary.

- Views west to the cranes of the Howard Terminal should be maintained from the intersections of Water and Washington streets, and Water and Clay streets. These views provide the most dramatic juxtapositions of scale and activity between the working and urban waterfronts, and should be maintained as a unique feature of Oakland.
- An unobstructed viewshed across the proposed Marina Green to the Estuary should be maintained from the foot of



*Views to the maritime activities of the Howard Terminal should be preserved as a unique feature of Oakland's waterfront.*

Webster Street, and along Water Street to Harrison Street.

- Public viewing opportunities to the Estuary, the Inner Harbor, and the San Francisco skyline should be provided in upper level locations (e.g., the proposed restaurant pavilion adjacent to the Meadow Green, the planned harbormaster building on the proposed Marina Green, and the hotel in the Phase Two area of Jack London Square).

## Streetscape

*JL-13: Improve the streets within the Jack London District as an integral part of the public open space and public access system, providing clear linkages between inland areas and the waterfront.*

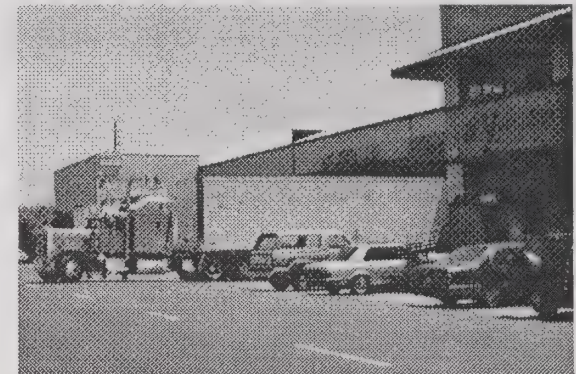
The block pattern of streets within the Jack London District provides the most significant component of public open space in the area, and will be critical in establishing the character and experience of the district. Like the downtown and adjacent neighborhoods, the grid of streets provides multiple paths of travel for vehicles, transit, bicycles

and pedestrians, and offers a consistent and understandable framework of public spaces. As such, the streets can play an important role, not only providing for movement, but also establishing a strong public-spirited environment supportive of the existing and future activities within adjacent buildings, and reflecting the unique conditions and qualities of this waterfront environment.

As a district with multiple destinations and attractions, the street system will be important in providing key pedestrian connections from one place to another. The north-south streets that traverse beneath the freeway, including Broadway, Washington, Webster, and ultimately Franklin Street, will be particularly important in providing linkages between the central city and the waterfront.

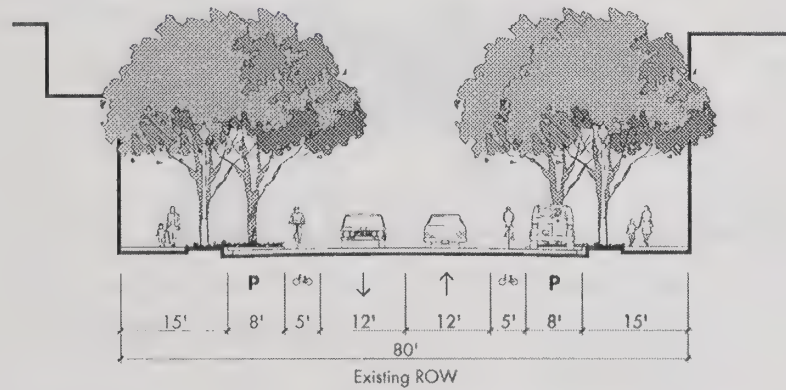
Currently, many of the streets within the district are unimproved; sidewalks are discontinuous, reflecting the predominant role of the area as an industrial and warehousing district. Although significant portions of the district are being transformed into urban uses, including retail, dining, entertainment, office and residential, the streetscape environment has

remained largely devoid of amenity. Streetscape improvements need to be made in portions of the Jack London District where the greatest concentrations of pedestrian activity are expected, from Martin Luther King, Jr. Boulevard to Oak Street, and along streets that will provide critical linkages to adjacent neighborhoods, including Third Street, which will connect this waterfront district with the Mandela Parkway and West Oakland. Streetscape improvements should enhance the safety and attractiveness of the pedestrian environment through the provision of continuous sidewalks, street trees, improved lighting, and street furniture. As described below (see Circulation and Parking), the

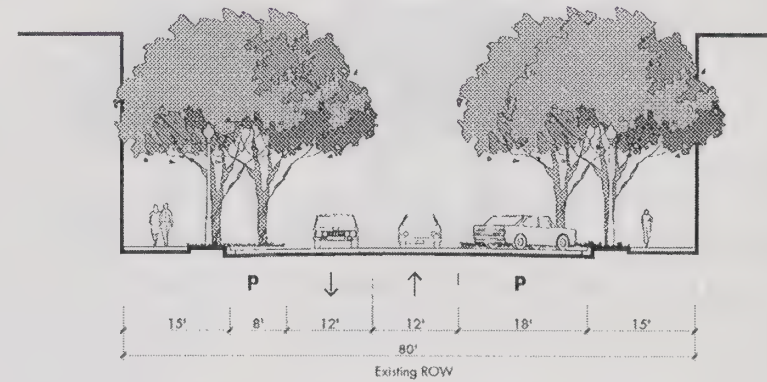


*Many of the streets within the Jack London District are unimproved reflecting the predominant role of the area as an industrial warehouse district.*

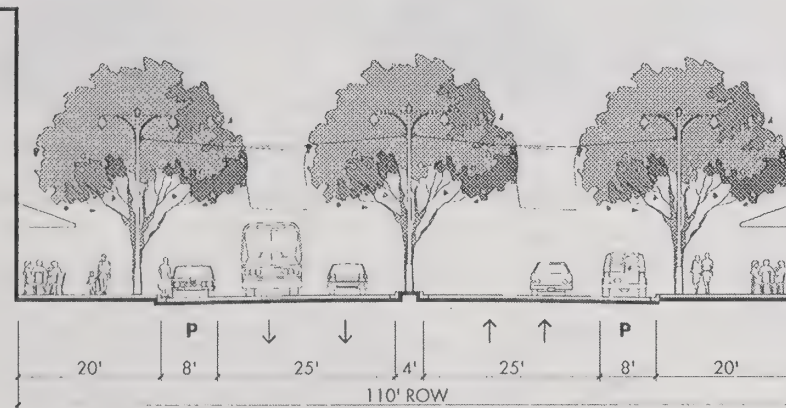




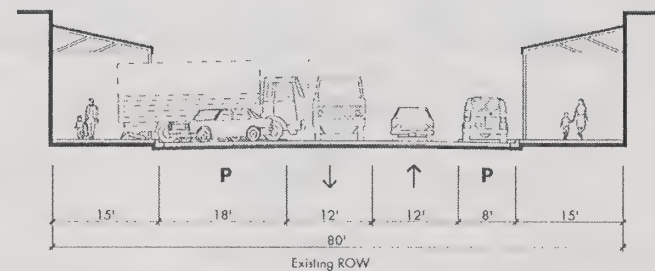
Washington & 3rd Streets - Jack London District  
(With one vehicular and class II bike lane in each direction.)



Typical North/South Street - Jack London District  
(With one vehicular lane in each direction.)

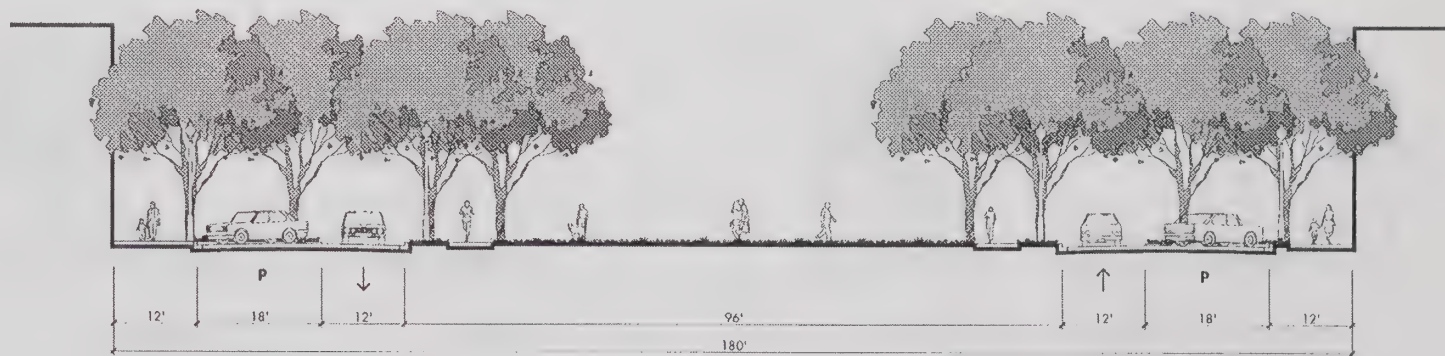


Broadway  
(With one vehicular lane in each direction and a single shared turn lane at intersections only.)



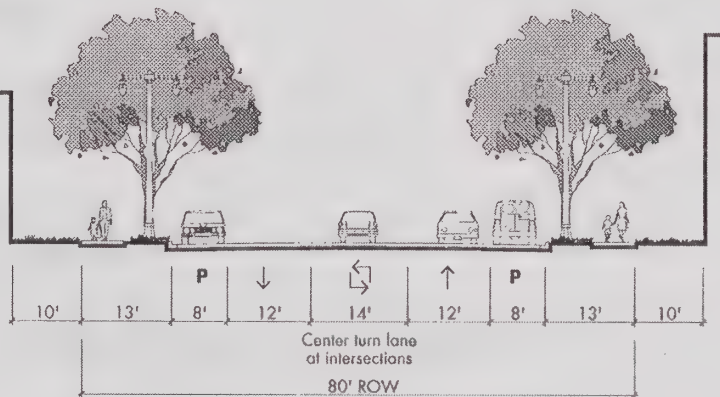
Franklin Street - Jack London District  
(With one vehicular lane in each direction.)

FIGURE III-8: Jack London District Street Cross Sections



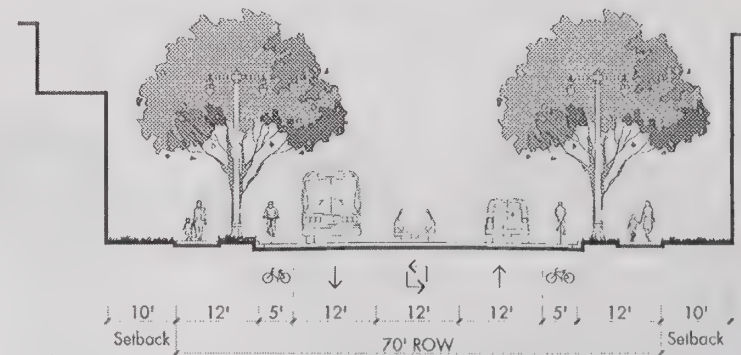
### Webster Street Green

(With one vehicular lane in each direction and diagonal parking along each side.)



### Oak Street

(With one vehicular lane in each direction and a single shared turn lane at intersections only.)



### Third Street Extension to Mandela Parkway

(With one vehicular and class II bike lane in each direction and a single shared turn lane at intersections only.)

FIGURE III-8: Jack London District Street Cross Sections



streets should also be designed to “calm” traffic, by providing convenient on-street parking and limiting the roadway width of all streets in the district to two moving lanes (Figure III-8).

The design and treatment of the streets provide an opportunity to reflect the diversity of the Jack London District and to heighten the experience of moving through or lingering within it. Principal linking streets should be designed and programmed in a manner that achieves public access and open space objectives, and conveys a unique sense the district’s character and history.

*13.1: Improve Broadway in a manner appropriate to its civic scale and role in connecting the waterfront with the downtown.*

Broadway is Oakland’s principal ceremonial and civic street, connecting the eastern hillside neighborhoods with the downtown core and the heart of the Jack London District. Like Market Street in San Francisco, Broadway deserves a treatment and terminus appropriate to its stature in the city, reflecting the importance of the coming together of the city and the bay.

Within the Jack London District, several challenges are presented in achieving such a vision. The I-880 freeway viaduct crosses the street, creating a significant visual and psychological barrier between the central city and the waterfront. The viaduct, in conjunction with the adjacent complex of city and county social service and justice facilities, also creates a negative and inhospitable pedestrian experience that discourages pedestrian trips between downtown and the waterfront. At the waterfront itself, the termination of Broadway is anticlimactic; rather than a civic space befitting the boulevard’s connection with the Estuary, the pedestrian is confronted with a confusing open space that functions on occasion as a place for public events, but on a daily basis is largely used for valet parking.

Specific improvements should be made to enhance the civic identity of Broadway and its role as the principal public space connecting downtown with the emerging waterfront entertainment district:

- A landmark public art element should be constructed beneath and against the I-

880 freeway viaduct to create a highly visible and distinctive gateway between the downtown and the Jack London District. The design of the feature should be aimed at creating a strong sense of arrival at the waterfront and improving the pedestrian environment beneath the structure with lighting, paving, and signage.

- The Lower Broadway blocks between Sixth Street and the Embarcadero should be upgraded with improved paving, lighting, street trees, banners, and other streetscape elements that promote the street’s identity as the heart of a vital entertainment district. The existing sidewalks should be improved to support outdoor dining, which can help energize the street as an active public place.
- At the foot of Broadway, the existing gateway arch and sign at the Embarcadero should be removed to promote a stronger sense of connection between Lower Broadway and the waterfront, and their integration as a cohesive retail, dining and entertainment district. Streetscape elements from the



Lower Broadway blocks (e.g., lighting and banners) should be extended south of the Embarcadero to forge a stronger visual linkage between the two areas.

- Existing valet parking operations at the foot of Broadway should be removed. As the waterfront district becomes a destination in itself, it is no longer essential or appropriate for individual restaurants to have front door drop-off. To ensure convenient attendant parking for dinner restaurants, valet parking operations should continue within the Barnes and Noble garage or other nearby garage locations (existing and planned).
- With the removal of the valet parking operations, the foot of Broadway should be enhanced as a public plaza with a strong orientation to the Estuary, and as an exclusive pedestrian space (except for emergency and service vehicles, which will still require access).
- water's edge, a major extension should be made to the existing outlook pier to create a stronger visual terminus to the street, and to provide greater



*Franklin Street should become an expanded venue for the City's weekly farmers market.*

immediacy with the water and dramatic views to the working waterfront and San Francisco skyline.

### *13.2: Reinforce a food and market orientation in the design of Franklin Street.*

Since the Produce District was established in 1907, Franklin Street has played a dis-

tinctive role as a market street, lined with projecting canopies and enlivened with a panoply of activities. From the early hours of the morning to midday, the street has allowed Oakland residents and visitors to witness firsthand the fascinating life and operations of a wholesale produce district. As this activity is moved to a modern facility in another part of the city, it is desirable



for the area and the street to retain some aspects of its original role and character.

As discussed above, the Estuary Plan calls for preservation of the existing market buildings and for their reuse and rehabilitation for a variety of uses, including food-oriented retailing, that will allow aspects of the historic district to continue. Accordingly, Franklin Street should become an expanded venue for the city's weekly farmers market. The street's historic role, as well as its proximity to the waterfront and to existing and planned parking facilities, make it an ideal location for this activity. The design of the street should promote this character and role:

- The configuration of the street should maintain a roadway width of 50 feet, which will allow for two rows of stalls along the street. Provisions for electrical and water hookups should be made along the length of the street.
- The awnings of adjacent buildings should remain as a principal physical feature of the street. As new development occurs on portions of the street

beyond the boundaries of the historic district, the awnings should be extended to provide a continuous pedestrian experience.

- As the historic heart of the district, the corner of Franklin and Third streets should be targeted for street-oriented retailing uses with an emphasis on food. A market offering produce, meats, fish, etc. would be an ideal use, in keeping with the street's ongoing identity and the emerging role of the district as a mixed-use residential neighborhood.
- The design of the streetscape elements should convey the industrial and robust character of this district, serving as a counterpoint to the more refined and civic identity of Broadway.

*13.3: Develop open space and pedestrian improvements along Webster Street that create a strong linkage to the waterfront.*

Webster Street is the easternmost north-south street within the Jack London District, which permits unimpeded at-grade pedestrian access to the waterfront. The

streets to the east—Harrison, Alice, Jackson, Madison and Oak—are blocked by the fenced rail tracks on the south and/or by the freeway on the north. It is possible today to walk along Webster Street from Chinatown to the Jack London waterfront. As such, the street plays an important linking role that should be visually and environmentally enhanced. The freeway, the Webster Street Tube portal, and the surface parking above the tube create an inhospitable and unattractive pedestrian route.

As discussed elsewhere, a green should be developed along Webster Street to create an open-space and pedestrian linkage to the waterfront. This open space should be located over the tube right-of-way and be integrated with streetscape improvements to create a distinctive “green” street space and amenity within the area.

*13.4: Enhance and extend the pedestrian character of Washington Street.*

Washington Street provides a direct connection from the heart of the Jack London waterfront to Old Oakland and the

downtown convention center. It is an important linking street; since the completion of the Jack London Cinema and Yoshi's, the 100 and 200 blocks have become an active public destination. As the entertainment and off-price retail districts develop and intensify, it will be important for the pedestrian orientation of Washington Street to be enhanced and extended northward to promote additional linkages beneath the freeway to Old Oakland and the downtown. Development along Washington Street should support this objective by locating public-oriented activities along the frontage. Improvements to the street, including new lighting, street trees, and paving, should promote visual continuity and enhanced pedestrian amenities along its length.

*13.5: Diminish the barrier effect of the I-880 viaduct.*

The freeway viaduct presents a considerable obstacle to public pedestrian access between downtown and the waterfront; this is further exacerbated by the unattractive and hostile pedestrian environment beneath the viaduct structure. Fenced service and unlit

parking areas create an unsafe and uncomfortable atmosphere. Areas under the freeway should be leased from Caltrans in their entirety and used for public parking for the Jack London District and adjacent areas, including Chinatown. Fences should be removed, storage and private parking areas eliminated, and lighting, sidewalks, and other pedestrian amenities improved. All local streets should be enhanced as landscaped pedestrian corridors, with particular emphasis placed on the existing connecting streets, including Broadway, Washington, and Webster.

*13.6: Improve Third Street as the principal east-west connector for pedestrian, vehicular and bicycle movement.*

Third Street is the principal east-west movement corridor through the Jack London District. As discussed below (see Circulation and Parking), it will play an important linking role, connecting the Mandela Parkway in West Oakland with Oak Street and the proposed Embarcadero Parkway along the remainder of the Estuary. By virtue of the adjacent land uses and its connection to the Port's maritime

operations, Third Street will also continue to play an important circulation role in the district. The removal of the railroad tracks within the street and the gradual conversion of industrial buildings, particularly east of Martin Luther King, Jr. Boulevard, affords the opportunity to improve the visual and pedestrian environment of this street.

The street should be improved as a two-way, two-lane roadway with parallel bike lanes and curbside parking. Distinctive landscaping and lighting along the street should be introduced to establish a strong continuity between West Oakland and the waterfront.

## CIRCULATION AND PARKING

As it continues to intensify and transform from a predominantly industrial district into a regional mixed-use destination, the Jack London District is experiencing increasing problems of traffic congestion, parking deficiencies, lack of transit service, and discontinuous bicycle and pedestrian facilities. The following plan policies provide for the improvement of access and circulation by all modes at both a regional and local scale, and the development of a



comprehensive approach to ameliorating existing parking problems, which will be exacerbated as development continues (Figure III-9):

### Regional Vehicular Traffic

*JL-14: Undertake I-880 and Alameda Tube improvements that will reduce dependence on local streets in the Jack London District for regional circulation.*

Vehicular traffic between the city of Alameda and other parts of the Bay Area is currently dependent on the local streets of the Jack London District. For instance, eastbound traffic from I-980 must exit onto Brush Street to access the Webster Street portal at Broadway and Fifth streets, causing congestion problems at this key entry point to the waterfront district. Similarly, traffic from Alameda using the Posey Tube must negotiate through city streets (i.e., Harrison and Seventh) to access the Jefferson Street on-ramp to I-880. Increased congestion on city streets by regional traffic has a direct effect on the

ability of these streets to provide efficient local access to adjacent areas of the city; it also limits the potential of the district to be enhanced as a pedestrian-friendly environment. Accordingly, specific improvements should be made to the Alameda Tube connections with the freeway viaduct:

- The Jackson Street eastbound ramp from I-980 should be modified to allow a direct exit to the Webster Street Tube without traveling on Fifth Street.
- The walls of the Posey Tube north of the portal structure should be modified, and the capacity and channelization of traffic improved.
- Exit off-ramps should be developed from I-880 to MLK, Jr. Way.

These improvements should be pursued in conjunction with a number of public agencies, including Caltrans, the City of Alameda, the Metropolitan Transportation Commission, and the County of Alameda Congestion Management Agency.

### Local Street System

*JL-15: Improve streets within the Jack London District for local circulation and enhanced linkages to adjacent districts.*

As discussed above, streets are viewed as important public spaces that reinforce the open space concepts and which can be improved to create a more attractive and identifiable district and a more amenable place for pedestrians, bicyclists and transit, as well as automobiles. The intent of the Estuary Plan is to improve the local streets of the Jack London District in a manner that will provide for efficient circulation by all of these modes, create improved linkages with adjacent districts (e.g., downtown, West Oakland), and enhance the visual and pedestrian environment. The previous section (Public Access and Open Space) describes the streetscape concepts related to the key streets of the Jack London District; the following recommendations focus upon specific circulation policies:

*15.1: Restrict travel lanes on local streets within the district.*

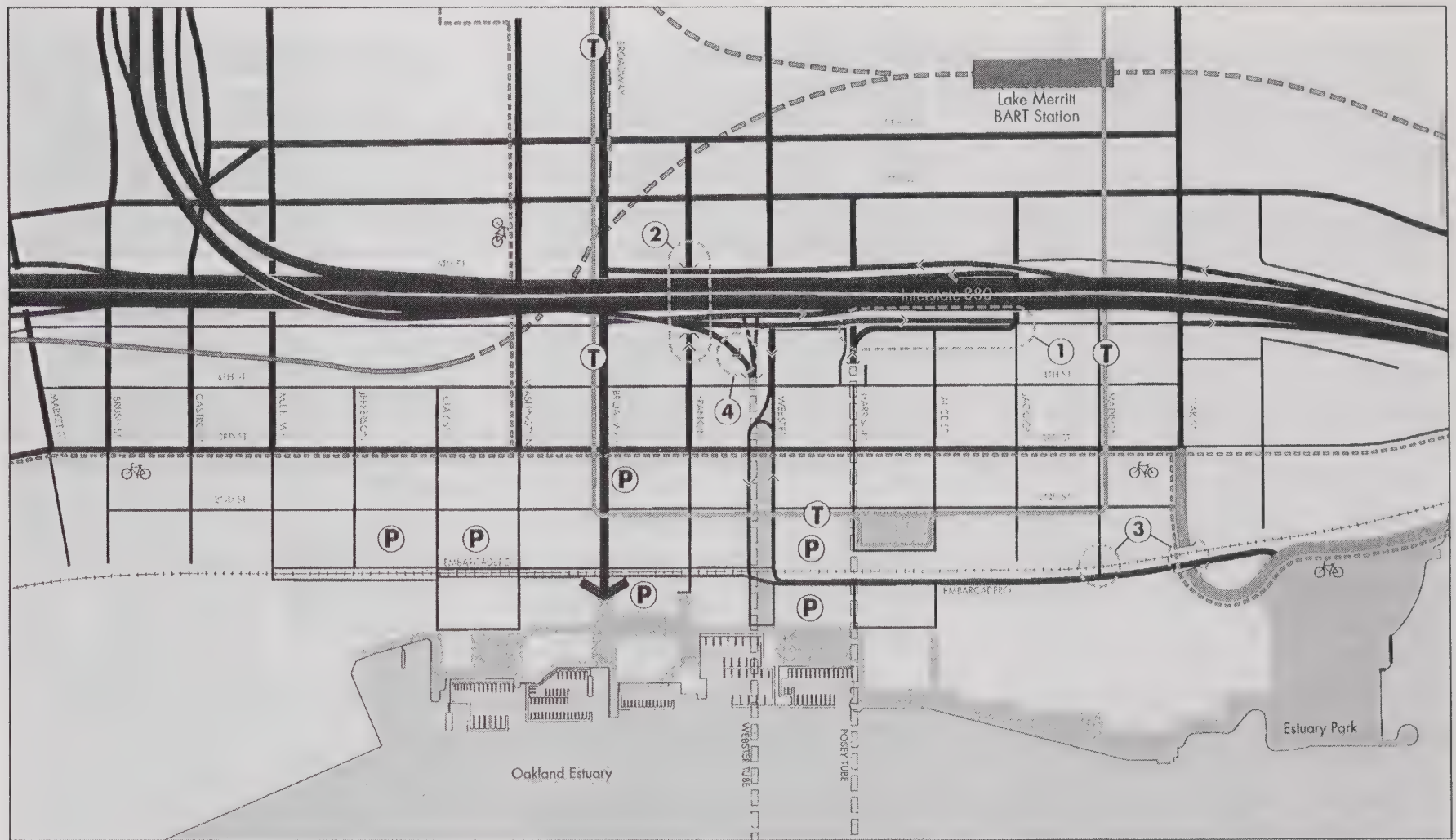


FIGURE III-9: Jack London District Circulation

- |   |                       |                              |  |
|---|-----------------------|------------------------------|--|
| ① Improved channellization from Posey Tube to Interstate 880.   | Interstate 880        | Embarcadero Parkway          | Ⓣ Downtown Trolley                     |
| ② Franklin Street undercrossing of Interstate 880.  | Alameda Tubes         | Open Space and Public Access | BART - Bay Area Rapid Transit          |
| ③ Potential future grade separation at Oak Street and reinstated at-grade crossing at Madison Street. | Major Linking Streets | Class II Bikeways            | Passenger/Freight Rail                 |
| ④ New offramp from Interstate 880 to Webster Tube.  | Local Streets         | Ⓟ Public Parking             | Waterborne Transit (Ferry, Water Taxi) |



All streets within the Jack London District should be no wider than two travel lanes, in order to promote a safe and attractive pedestrian environment.

*15.2: Extend Third Street to Mandela Parkway.*

Third Street should be extended as a two-lane street west to Mandela Parkway, to provide for direct vehicular, transit, bicycle and pedestrian connections to the West Oakland neighborhood.

*15.3: Extend Franklin Street directly into Chinatown.*

As part of the regional improvement program for the freeway and the tubes, Franklin Street should be extended beneath the freeway to provide improved connections to Chinatown and the downtown. In so doing, Webster and Franklin streets will become a more effective one-way couplet.

*15.4: Reconfigure Webster Street south of Fourth Street to improve its linkage to the water and with Chinatown.*

Webster Street should be reconfigured south of Fourth Street, with narrow one-way roadways defining the eastern and western edges of the proposed Webster Street Green. At Webster Street and the Embarcadero, the existing intersection and rail crossing should be modified to accommodate the new configuration. Beneath the freeway, a continuous sidewalk should be constructed on the east side of Webster Street to establish an uninterrupted pedestrian linkage to Chinatown.

*15.5: Develop additional at-grade rail crossings, wherever feasible.*

If plans for a grade separation between Oak Street and the rail tracks are implemented, an at-grade crossing of the railroad tracks should be reinstated at Madison Street and the Embarcadero, in order to alleviate traffic congestion at the Oak Street interchange with I-880.

## **Waterfront Vehicular Access**

*JL-16: Clarify vehicular access south of the Embarcadero in order to avoid pedestrian-vehicular conflicts.*

A less ambiguous system of vehicular access should be established south of the Embarcadero, to establish a more deliberate pedestrian public access and open space system and to avoid pedestrian-vehicular conflicts.

*16.1: Prohibit circulation and parking along the Broadway and Franklin corridors.*

No vehicles should be permitted along the Broadway and Franklin street corridors (except for emergency and service vehicles) south of the entrance/exit portals to the existing Barnes and Noble garage.

*16.2: Limit vehicular circulation south of the Embarcadero.*

Vehicular circulation south of the Embarcadero should be limited to:

- A two-way loop, consisting of Clay, Water and Washington streets, that can provide access to the Port office building and the proposed Meadow Green; limited short-term curbside loading spaces and handicapped ferry parking spaces (approximately 15) should be provided along the Clay Street extension between the Embarcadero and Water Street.
- Access to the porte cochere of the Waterfront Hotel in a loop along the existing driveway and Water Street; however, consideration should be given during any remodeling of the hotel to repositioning of the hotel entry to the Washington/Water Street corner to avoid use of Water Street east of Washington Street for vehicular circulation. No more than five loading/unloading spaces should be permitted for the hotel.
- The Webster Street one-way loop between the Embarcadero and Water Street, which will function as a drop-off with limited curbside loading spaces (up to 10) for marina patrons.

- A two-way loop, consisting of Harrison, Water and Alice streets, to serve the proposed Marina Green, hotel, and other Phase Two development activities. A limited number of loading parking spaces (up to 20) should be provided for marina and hotel patrons.
- Alice Street, between the Embarcadero and the 80-foot setback line along the waterfront, may be used for local circulation and drop-off, with short-term surface parking for hotel patrons and recreational users of the waterfront trail.

#### Transit

*JL-17: Provide for increased transit service to the Jack London District, which will reduce dependence on the automobile and relieve parking demand and traffic congestion.*

The continued success and viability of the Jack London District as a mixed-use neighborhood and regional entertainment destination will rely upon improved transit service. For the district to sustain growth and expansion, it will not be able to rely solely on the automobile; transit must play an in-

creasingly important role in bringing people to the waterfront and providing convenient circulation within the district. Current levels of transit service are limited. Although BART traverses the northern edge of the district, the closest station is well beyond convenient walking distance. The existing Amtrak station provides only limited rail commuter and innercity service. The existing downtown shuttle has initiated service to the area, but as development and activities intensify, headways and service area could be increased.

Although ferry ridership to San Francisco has increased significantly over the past few years, it is still serving only a small portion of the travel demand.

As the destination appeal of the Jack London District increases, and as parking becomes more limited and expensive, transit will become a more viable, attractive and cost-effective alternative to the automobile. The plan provides for the enhancement of transit service and facilities in the following manner:

*17.1: Expand the downtown trolley service to the waterfront.*



Rubber-tire trolley service with a distinctive historic vehicle should be established along the Broadway corridor. Broadway (and now the Amtrak station) has been the focus of transit service in the city of Oakland, connecting to regional transit lines (once trolley, now bus) along Telegraph and San Pablo avenues, and to the BART system at the 19th and 12th Street/City Center stations. Broadway between downtown and the waterfront should be the principal focus of this service; as demand increases, however, routing could be expanded and a loop system created with connections to the Amtrak station, the Museum District, and the Lake Merritt BART station. Such routing should be designed to maintain headways of 10 minutes or less to promote convenience and reliability for patrons. The implementation of a historic trolley service on Broadway is one of the most significant actions that could be taken to positively change perception of the area and to strengthen linkages with the downtown.

*17.2: Support water taxi service.*

Water taxi service should be encouraged within this area, particularly as redevelopment of closed military installations in Alameda takes place and as development occurs further up the Estuary (in particular, in the Oak/Ninth area).

*17.3: Establish additional transit corridors.*

While the primary transit corridor is recommended along Broadway, other transit corridors should be developed. These would likely be bus or shuttle systems, and should be focused along Third, Washington and Franklin streets (when improved).

*17.4: Promote special event shuttle service.*

During special events, additional shuttle service will be essential in promoting access to the waterfront from downtown BART stations and remote parking resources. This service should be developed in a cooperative fashion with public and private entities and made available to the public.

## Bicycle Circulation

*JL-18: Enhance bicycle circulation through the Jack London District.*

Bicycle circulation through the Jack London District is constrained by the lack of clearly designated routes and conflicts with truck and other vehicular traffic. The plan calls for improved bike routes and facilities to be provided within the district.

*18.1: Provide Class II bike lanes on Third Street.*

Bicycle lanes (Class II) should be provided along the Third Street corridor, connecting Oak Street and the Embarcadero on the east with Mandela Parkway and West Oakland on the west.

*18.2: Establish bike lanes on Washington Street.*

Bicycle lanes should also be constructed on Washington Street north of Third Street to provide linkages to the downtown core and Old Oakland.

Parking structures, transit stations, and employment uses greater than 5,000 square feet should provide adequate secure bike storage.

## Parking

*JL-19: Develop a coordinated parking strategy for the central area of the district that optimizes the use of parking facilities and takes maximum advantage of shared parking opportunities.*

Parking availability is becoming an increasingly serious problem in the Jack London District, particularly for the regional destination attractions on the waterfront and in the Lower Broadway area. The existing Washington Street garage, with 1,000 spaces, is now fully subscribed, and it is clear that additional parking facilities will need to be provided as the area continues to build out. The demand for parking will be further compounded by the development of sites that are currently vacant and used for surface parking (e.g., Site B, Phase Two: Jack London Waterfront, etc.).

The following specific policies focus on ways of meeting parking demand with

facilities that can be used effectively by multiple uses throughout the day and week, and that can serve the broader needs of the district in addition to the major attractions on the waterfront.

### *19.1: Establish a parking district.*

A parking district should be established for the central blocks of the Jack London District (e.g., between Jefferson and Webster streets, and including the Phase One and Two portions of the Jack London waterfront) to ensure an equitable distribution of parking for employment, retail, dining and entertainment uses, and to provide a mechanism to assist in the financing of capital improvements. The parking district should carefully monitor parking supply and demand as the area builds out, and institute parking demand management and pricing strategies that encourage shared use of parking and the use of alternate modes of travel.

### *19.2: Provide on-street parking along all streets north of the Embarcadero.*

As part of the streetscape improvement program, on-street parking should be provided along all streets north of the Embarcadero. A combination of diagonal and parallel parking is recommended to provide convenient short-term parking, and to provide a physical separation between the pedestrian zone and traffic lanes. Within the proposed parking district boundaries, it is estimated that 600 on-street parking spaces could be accommodated.

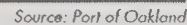
### *19.3: Reconfigure areas beneath the I-880 freeway for public parking.*















Private parking and service areas beneath the I-880 freeway should be reconfigured for public parking. Within the boundaries of the proposed parking district, approximately 575 public parking spaces could be created in the central area for longer term parkers (e.g., employees), as well as for special events.

### *19.4: Remove all surface parking south of the Embarcadero.*

With the exception of short-term parking along Alice Street, limited short-term





	Existing Public Parking Structure		Existing Public Attendant Parking Structure (Below Grade)		On-Street Public Parking (Potential)		<b>A</b> Jefferson/Washington
	Potential Public Parking Structure		Potential Public Attendant Parking Structure (Below Grade or Encapsulated)		Under Freeway Public Parking (Potential)		<b>B</b> Phase 1 Jack London Square District
	600' Walking Radius from Parking Facility. (5 min walk)				Existing Off-Street Parking		<b>C</b> Phase 2 Jack London Square District
					Potential Off-Street Parking		<b>D</b> Broadway District
							<b>E</b> Produce District

		Assumed Parking Demand (spaces/unit)	Jefferson/Washington					Total
			A	Phase 1 - JW		Phase 2 - JW	Broadway Blocks (Washington-Franklin)	
				B	C	D	E	
RD&E/Retail (gsf 000's)	4/1000gsf	155	233	39	120	43	590	
Office (gsf 000's)	3/1000gsf	100	330	60	154	90	734	
Livework (gsf 000's)	1/1500gsf				4	85	89	
Hotel (rooms)	1/1 room		144	300	212		656	
Cinema (seats)	1/4 seats		2300		1865		4165	
Total Parking Demand (spaces)		920	2641	636	1623	417	6237	
Off-street Parking Supply		1010	1680	1665	987	52	5394	
On-street Parking Supply		229	17	51	199	104	600	
880 Freeway Parking Supply		225	na	na	352	na	577	
Total Parking Supply (spaces)		1464	1771	1416	1538	156	6345	

TABLE III-3  
**Parking Supply and Demand:  
Central Jack London District**

loading spaces for marina and hotel patrons at the foot of Webster Street, and on Water Street between Harrison and Alice streets and Clay and Washington streets, all surface parking should be removed south of the Embarcadero to promote the creation of a safe and attractive pedestrian environment.

*19.5: Relocate existing valet parking operations at the foot of Broadway and Franklin streets.*

Valet parking operations at the foot of Broadway and Franklin streets should be relocated to the existing Barnes and Noble garage, to a future basement garage in the Phase Two development, and/or to other off-street locations north of the Embarcadero.

*19.6: Expand parking in structured garages with active ground floor uses.*

An incremental program of parking garage expansion should be undertaken within the proposed parking district to meet demand. Parking structures should be designed as mixed-use buildings with ground-level uses that contribute to the life of adjacent streets and in a manner that provides for their

sensitive integration into the surrounding urban fabric. It is estimated that approximately 3,400 additional public parking spaces will be required to support the buildout program of the central Jack London District. The plan recommends the following locations (in order of priority) for parking:

- Two additional levels of parking on the existing Washington Street garage, to increase the capacity of this facility by approximately 380 spaces.
- A six-level parking structure with approximately 700 spaces along the Broadway corridor (e.g., the western portion of the 200 block), to provide a catalyst for Lower Broadway's revitalization as an integral extension of the waterfront entertainment district.
- A basement parking garage and/or an encapsulated structure within the mixed-use retail and office building south of the Embarcadero between Webster and Harrison streets. Like the Barnes and Noble garage in the Phase One portion of Jack London Square, this facility should be limited to short-term valet

parking, and could accommodate approximately 300 such spaces.

- A six-level parking structure with approximately 1,100 spaces on the 100 block of Webster Street to serve the Produce District and Lower Broadway areas, as well as the Phase One and Two portions of the Jack London waterfront.
- In the future, there may be a need for additional parking structures in the western portion of the Jack London District to serve demand in the Off-price Retail District and the waterfront development site between Jefferson and Clay streets. One potential location is the 100 block north of this future development, which could accommodate 900 cars on five levels above a new Cost Plus or other retail facility.

Figure III-10 illustrates the proposed distribution of parking facilities in the central Jack London District, and provides a tabulation of projected parking demand and supply by subarea. As shown, the total parking supply would be roughly equivalent to the projected demand of retail, dining,



entertainment, office and hotel users, assuming some level of shared and off-peak parking and an increase in transit service over time. A key role of the parking district would be to monitor and adjust these supply and demand assumptions as the project is built out, and as additional transit service is implemented.





## Oak to Ninth Street District

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The Oak through Ninth District of the Estuary planning area is situated south of I-880, east of Oak Street, and west of Embarcadero Cove and the Ninth Avenue Terminal. Encompassing approximately 120 acres, the district includes two distinct subareas separated by the Embarcadero and the main line rail tracks. They are Estuary Park and the properties between Fifth and Ninth avenues projecting into the Estuary south of the Embarcadero, and the landside areas between Oak Street and Lake Merritt Channel.

Although the Oak through Ninth District does not appear markedly different than it did several years ago, it has, in fact, undergone a number of changes. Historically, this portion of the Estuary waterfront primarily served as an industrial and warehousing

support district oriented to, and served by, the Union Pacific main line rail tracks and the cargo handling facilities at the Ninth Avenue Terminal. As such, it appears disconnected from the surrounding urban community, perhaps more than other reaches of the Estuary shoreline. The area is ribboned by rail tracks, the freeway, and the Estuary channel, all of which have become barriers to movement. In addition, it is characterized by an incomplete street grid in inland areas and by large gated industrial properties along the water. Today, the area continues to be dominated by warehousing, storage and transportation activities in inland areas, but basic waterfront industries have declined. Adjacent waterfront lands have begun the process of industrial conversion, as exemplified by the Portobello housing complex and Estuary Park. New, smaller scale

and nontraditional uses have also emerged within existing underutilized warehouse and industrial buildings to create an lively enclave of artist studios and artisan workshops.

Changes in transportation will open up new opportunities for reuse and revitalization of this portion of the Estuary. With the consolidation of the Southern Pacific and Union Pacific railroads, the rail tracks along Third Street have been abandoned, providing the opportunity to extend Third Street eastward and improve bicycle and pedestrian accessibility along the waterfront and to the Jack London District. The seismic upgrade project planned for the Fifth Avenue Bridge at I-880 could be designed to improve local accessibility and help achieve a better alignment for Fifth Avenue as well as an improved interchange. Finally, the

prospect of consolidating maritime activities within decommissioned military facilities, in particular at the Oakland Army Base, provides a tremendous opportunity to reclaim the Ninth Avenue Terminal and improve it for greater public access and use.

There are special opportunities within this district to facilitate positive changes that will benefit the entire community. In this portion of the shoreline, there is a considerable amount of public land; Estuary Park has established a strong public presence along the Estuary; there is a historic relationship with nearby Lake Merritt; and the Lake Merritt Channel is adjoined by publicly owned properties. There is the distinct opportunity in this area to realize long-held community objectives for the creation of a major open space of citywide scale and significance. With changes in land use, this area of the shoreline can be converted into a large-scale system of open spaces that adjoins both sides of the Lake Merritt Channel and connects to both the east and the west with continuous pathways and public access areas along the shoreline. This assemblage of parkland could create a major open space resource for the city of

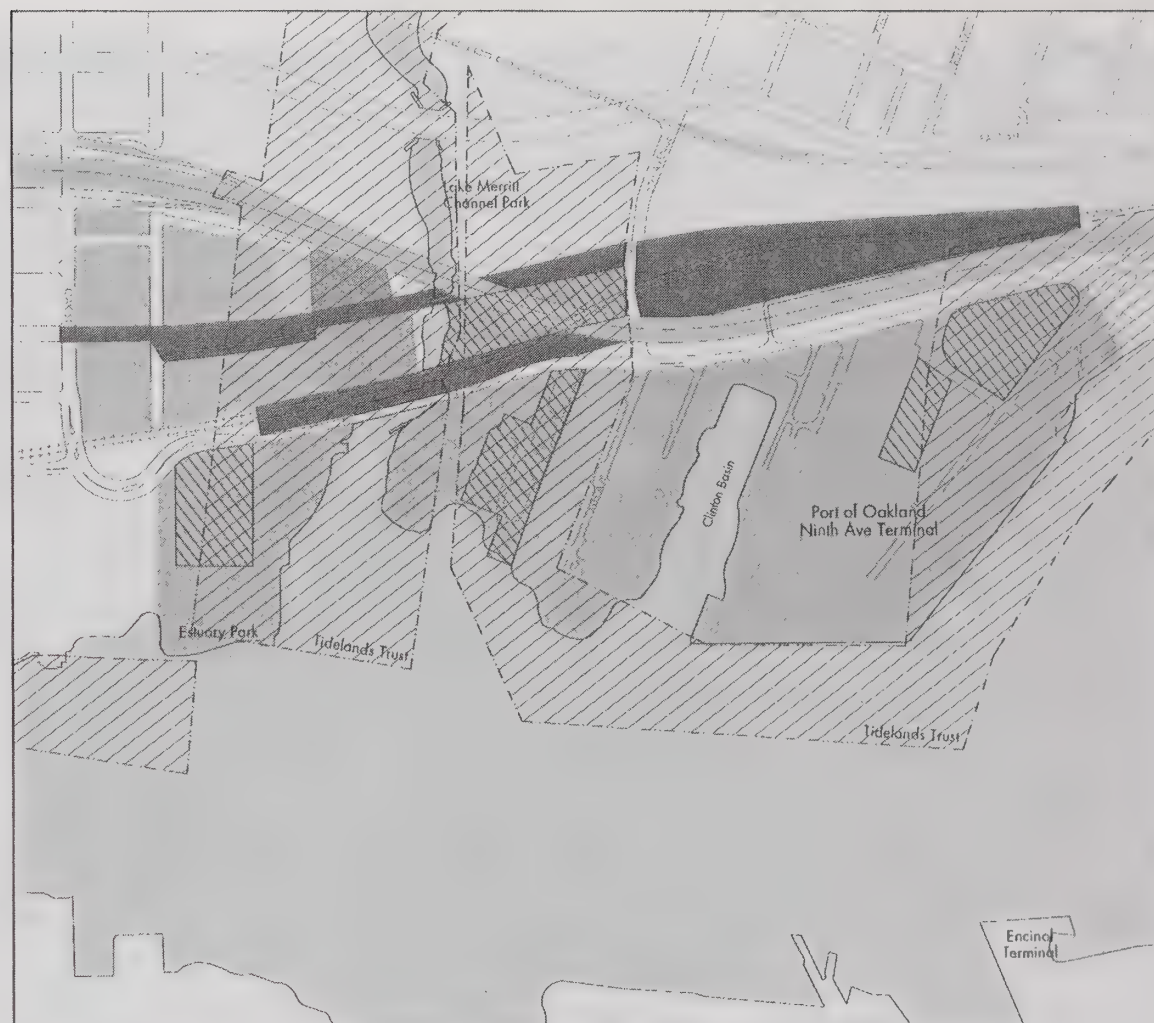


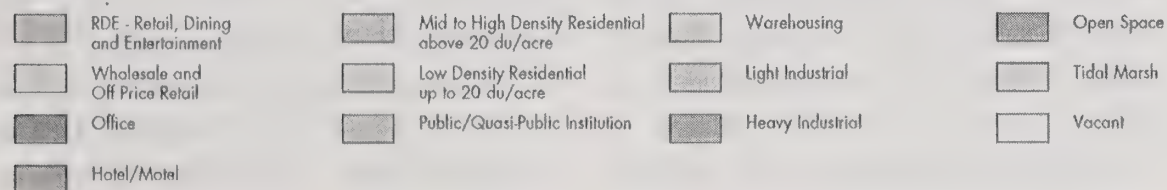
FIGURE III-11: Oak to 9th District Current Ownership







FIGURE III-12: Oak to 9th District Existing Land Use



Oakland; establish a significant recreational destination along the Estuary shoreline; and create a strong public framework oriented to the water. In adjacent areas of the waterfront, the artisan community could continue to play a valuable role in the life of the area, and new hotels and cultural uses could be attracted to the area to help energize the open spaces and add another layer of activity and interest.

## OPEN SPACE AND PUBLIC ACCESS

Open space and public access policies are aimed at establishing this area as a major recreational destination within the city by developing a series of well-defined open spaces, each building on the intrinsic qualities of the shoreline and specific recreational program needs of the community. The policies further call for the connection of the open spaces to a larger system of public access along the Estuary and to open spaces that can be developed along the Lake Merritt Channel, creating a stronger linkage to Lake Merritt and Lakeside Park.

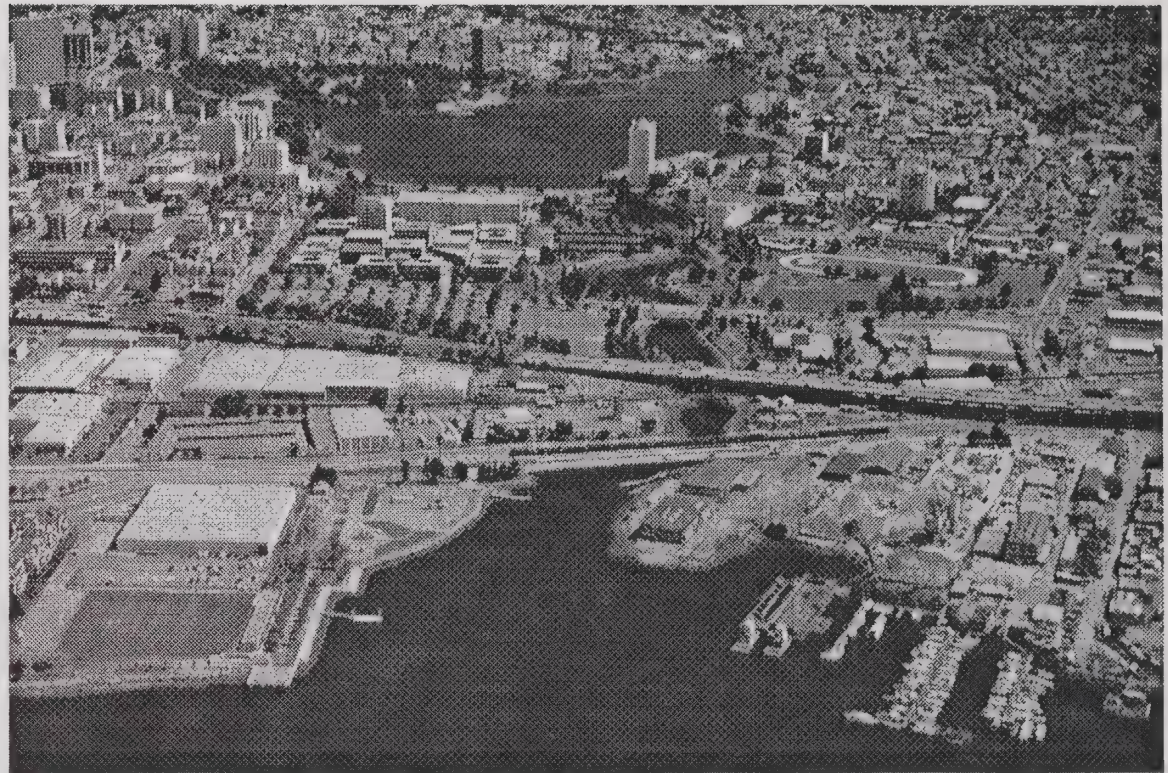


## A System of Waterfront Open Spaces

*OAK-1: Establish a system of waterfront open spaces focused on the mouth of the Lake Merritt Channel and composed of a sequence of individual large parks.*

This area of the Estuary shoreline has tremendous potential for the creation of a major waterfront open space system. As previously mentioned, the large inventory of publicly owned property and transitioning industrial lands would facilitate implementation of a major park system in this location. Even more importantly, the strategic position of this portion of the shoreline at the mouth of the Lake Merritt Channel and within the geographic center of the city makes it uniquely suited to establish a powerful connection between the waterfront and inland areas.

A system of public open spaces should be created that flanks both sides of the mouth of Lake Merritt Channel and extends in either direction along the shoreline. A number of large and individual parks should be built and linked together through public access along the shoreline edge. Each of



*A continuous open space and public access link is planned between Lake Merritt and the Estuary.*

these parks should engage the water as an integral part of the park composition, and each should establish its own distinctive and complementary role, providing an opportunity for diverse recreational pursuits within the city. Specific recreational programming for each park and open space should be undertaken prior to development,

to ensure that the needs of the community are met and that the activities within each area are complementary with each other.

Five separate, but interrelated, parks and open spaces should be built, comprising a total of approximately 46 acres of land. These are discussed more specifically as follows:



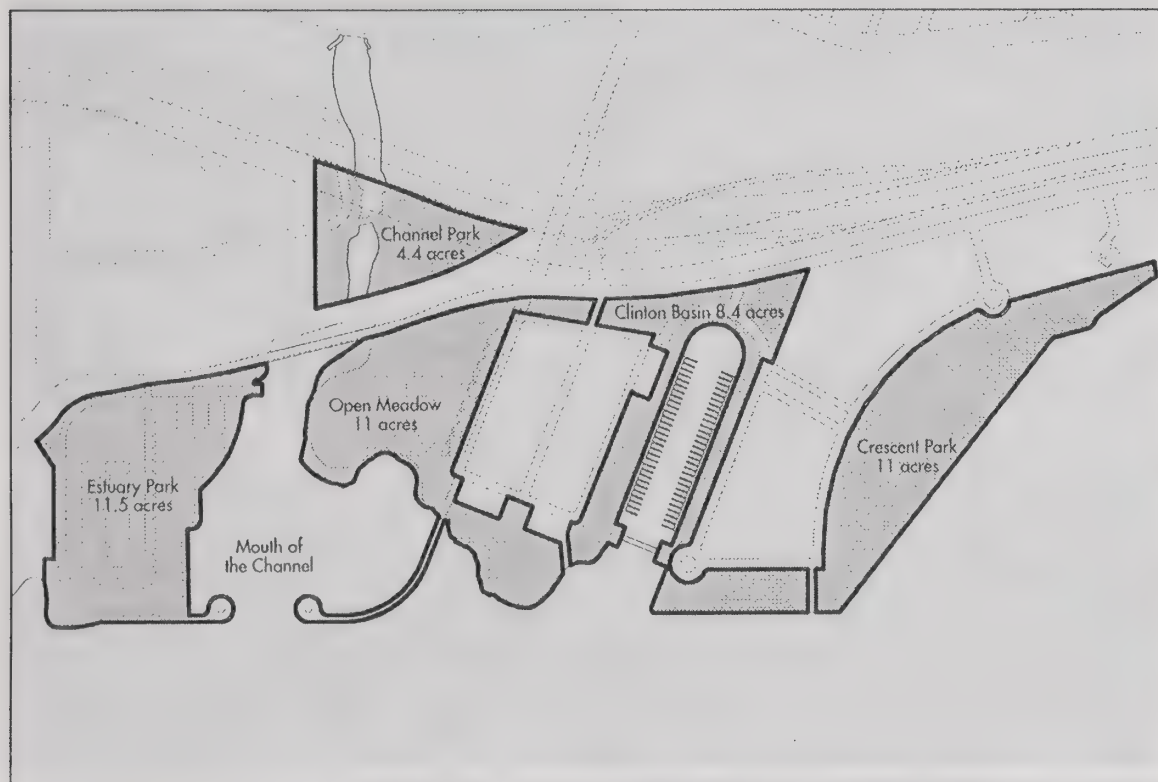


FIGURE III-13: Oak to 9th District: Open Space Key Map

#### 1.1: Expand Estuary Park.

Currently, the five-and-a-half-acre Estuary Park is the only public open space within the Oak through Ninth area, and represents the city's only park facility located directly on the waterfront. Although it provides needed access to the water and is used intensively for soccer practice and competi-

tions, it also suffers from a lack of accessibility and visibility from other parts of the city. In order to improve its visibility and usability as an active park within the city, it should be expanded by 6 acres, to an ultimate size of 11.5 acres. The park should be extended to the Embarcadero, so that it can accommodate the planned Aquatics Center as well as a large green suitable for

informal and organized sports. Some reshaping of the shoreline edge should be allowed, with the extension of a small pier into the water from the eastern edge of the park. This pier would provide some enclosure to the water space at the mouth of Lake Merritt Channel, and would also allow for additional viewing and public access over water areas.

#### 1.2: Create a major new park on the east side of the Lake Merritt Channel.

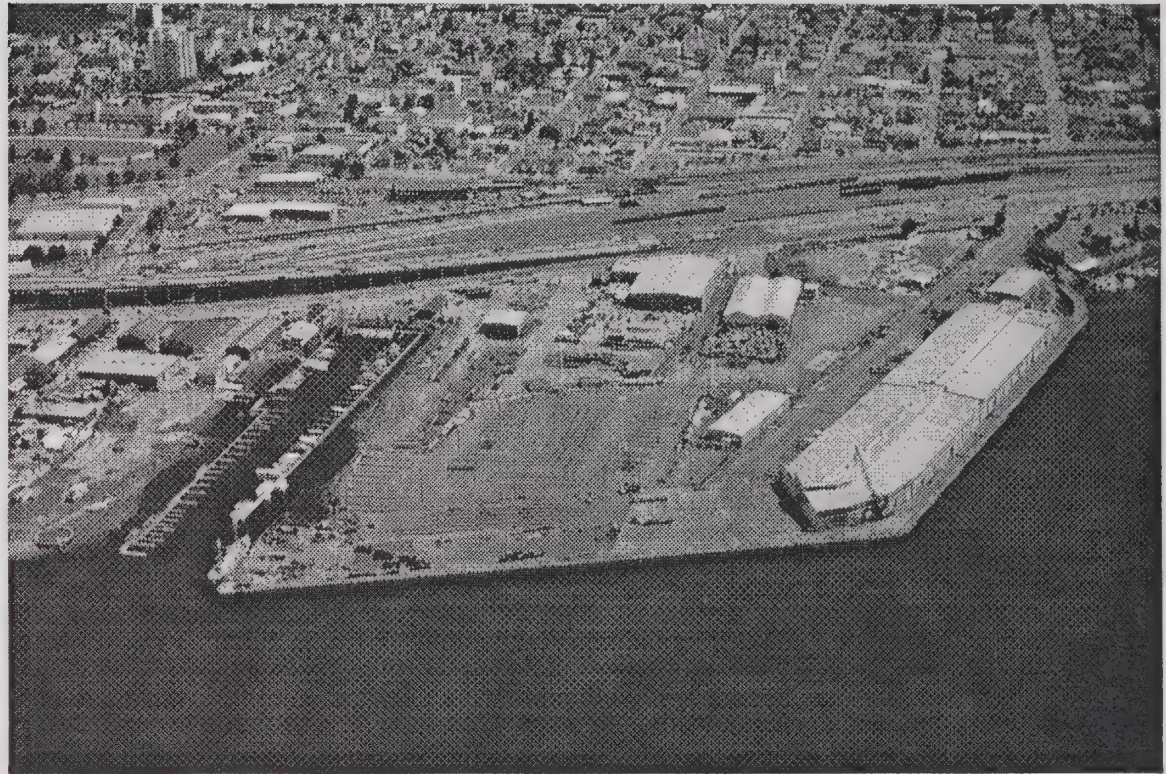
The open space should comprise approximately 11 acres of land, focused on the mouth of the Estuary channel and bounded by a realigned Fifth Avenue and the Embarcadero. The shoreline should be reconfigured to create a larger watery open space at the mouth of the channel, and the edges should be restored as tidal wetlands. In upland areas, a large meadow should be developed, and Fifth Avenue extended as a pile-supported recreational pier that extends into the water and encloses the water open space. This open space should extend east of Fifth Avenue to the foot of Clinton Basin, incorporating drop-off areas for the adjacent small marina (discussed below)



and also serving the recreational needs of the adjacent artisan community as well as visitors to the waterfront as a whole. The entire assembly of parkland in this area should appear to be public in nature, and special attention should be placed on the character of private uses adjacent to public parklands. To create a better connection to Estuary Park, boating facilities and adjacent parking, a pedestrian bridge should be built over the Lake Merritt Channel on the south side of the Embarcadero.

*1.3: Establish a linear open space composed of a series of smaller parks around Clinton Basin.*

Clinton Basin is a water space that recalls the maritime slipways and boat-building activities of a past age. While it has been used for recreational boat mooring for many years, this recreational use is largely hidden behind buildings and not highly accessible. In order to improve access to the water and visibility of the boating activities, a series of open spaces should be developed on both sides of the basin and at the head of the basin adjacent to the Embarcadero. This open space should be composed of a series of smaller connected parks that adjoin



*The 9th Avenue Terminal provides an exciting opportunity for public-oriented activities and open spaces.*

a continuous esplanade. Together, these open spaces should total approximately eight acres, providing a continuous width of at least 50 feet along the entire edge of the basin. To improve accessibility around the basin and to reduce its barrier effect, consideration should be given to development of a pedestrian pontoon lift bridge at the bayward end of the basin.

*1.4: Establish a large park on the existing site of the Ninth Avenue Terminal.*

A park of approximately 11 acres should be created on the east side of Clinton Basin, occupying the current site of the Ninth Avenue Terminal warehouse buildings. This park should be designed in a crescent configuration to create a strong



orientation toward the water and to continue the arcing line of Embarcadero Cove. This park will open up Embarcadero Cove to public view and access, and will be large enough to support special events of a citywide scale and significance. This open space will be adjoined on the west side by hotels and public uses, which can benefit from the civic events and cultural activity programming. It is envisioned as primarily an open green field that is flexible in use and oriented to the water.

*1.5: Create a park on the north side of the Embarcadero that links to the water and is an integral part of a larger open space system extending up Lake Merritt Channel.*

Within the Estuary planning area, the property to the north of the Embarcadero along the Lake Merritt Channel is publicly owned, but not developed as open space. Rather, it is primarily occupied by rail lines and infrastructural support facilities of various public agencies and institutions. A pedestrian and bicycle trail provides access along Lake Merritt Channel adjacent to Laney College and beneath the freeway, where it connects to Fourth Avenue;

however, there is no linkage to the waterfront because of the barrier created by the main line tracks north of the Embarcadero. Obstacles to movement along the channel are presented by these rail and infrastructure facilities as well as the weir structure, limiting the passage of boats through the channel to the Estuary. In the future, however, the consolidation of rail will eliminate one of the significant barriers to movement within the area. In addition, a pedestrian/bicycle overpass is being built from Estuary Park. To create an even stronger connection to the waterfront, this land should be developed as public parkland. This park should be improved as a demonstration project for the entire Lake Merritt Channel, with special attention placed on the treatment of shoreline edges and the development of a public pathway that would extend through this area with possible connections to future parkland to the north. Surface parking should be developed in areas away from the water's edge to provide support for the entire waterfront open space system.

*OAK-2: Coordinate with public agencies in the area to extend the open space system to Lake Merritt.*

Much of the land north of the Embarcadero is publicly owned by educational institutions, such as Laney College and the Peralta College District. The City should work with these entities to help achieve the longstanding community objective of linking Lake Merritt with the Estuary and creating an open space connection between the waterfront and inland areas.

*OAK-3: Provide for continuous public access along the shoreline between the Jack London District and Embarcadero Cove.*

Redevelopment of the waterfront in the Oak through Ninth area should provide for the extension of shoreline public access from Estuary Park across Lake Merritt Channel and along the water's edge to Embarcadero Cove. The public access areas should provide for pedestrian and bicycle access around the shoreline and to the shoreline from the Embarcadero. They should offer a range of experiences in relation to the varying water spaces along the

shoreline, including the protected nature of Lake Merritt Channel, the expansive views from the southern edge of Ninth Avenue Point, and the sheltered character of Embarcadero Cove. They should be developed to serve as connective tissue, providing continuity between the diverse parks that make up the system of open spaces within this portion of the waterfront.

Public pathways should adjoin the shoreline edge, and be developed in a fashion that is sensitive to water edge conditions. In other words, a more formal sequence of pathways (with appropriate lighting and furnishings) should be developed adjacent to more intensely developed open spaces (such as Estuary Park, Crescent Park, and Clinton Basin), whereas a system of boardwalks should be encouraged adjacent to potential wetlands habitats, with landscaping, lighting and overlooks that create a positive, nonintrusive relationship with these natural areas. Since much of the waterfront in this area is planned to be improved as open space, the public access areas are likely to vary in width, more in response to adjacent activities than to the constraints of the physical setting.

To reduce the barrier effect of channels and waterways that penetrate the waterfront in this area, bridges should be encouraged at two key locations: across the Lake Merritt Channel on the south side of the Embarcadero, and at the foot of Clinton Basin.

*OAK-4: Provide for a diversity of recreational experiences along this part of the shoreline.*

Totaling approximately 46 acres, this system of waterfront open spaces will become one of the most significant contributions to urban parkland within the entire Bay Region. This area should not be developed as a single, internally focused open space. It should be extroverted in nature, exemplifying the first piece of an even larger composition that will ultimately extend to Lake Merritt and other parts of the shoreline. In addition, the size of the open space is such that it should be improved for not just one type of recreational activity, but many types—formal and informal, planned and spontaneous, group and individual—in both developed and natural settings. A broad range of experiences that are oriented to the

waterfront and complementary to one another should be encouraged. Although recreational interests continue to evolve, there are opportunities for a number of specific activities that should be specifically accommodated on this part of the shoreline. These are discussed below.

*4.1: Provide for continuous pedestrian and bicycle movement along the water's edge.*

In this and other areas of the shoreline, continuous bicycle and pedestrian movement is essential to achieving local and regional goals for shoreline access and implementation of the Bay Trail. In this district, pedestrian and bicycle movement would be emphasized on all local streets, but special provisions should also be made for pedestrian and bicycle movement along the entire shoreline. These routes could be developed as adjoining but separated paths or as a single pathway, depending upon the character and width of the public access area along the shoreline and the nature of adjacent uses.

*4.2: Provide places for active field sports.*



There is currently a deficit of areas for active field sports in Oakland. Estuary Park is one of the few places that provides facilities for youth soccer, and additional fields are needed to serve the growing interest in a variety of field sports, including baseball, football, soccer and hockey. Soccer fields already exist within Estuary Park, and new fields should be added as the park increases in size. In addition, the Meadow and Crescent Park should be improved to be flexible in use and capable of accommodating field sports on an informal basis.

*4.3: Focus aquatic sports within the mouth of Lake Merritt Channel.*

A new Aquatics Center is currently planned for Estuary Park to provide city residents a place to learn boating skills and gain proficiency in such activities as sailing, rowing, and kayaking. Like the programs now offered in the summer at Lake Merritt, the new Aquatics Center will be oriented to youth, but will focus on boating in the Estuary, with opportunities to continue out into the bay. The mouth of Lake Merritt Channel should be developed as a protected water space for aquatic sports, and the edges of

the water developed to allow for spectator viewing of special aquatic shows and events.

*4.4: Establish a location for large civic events and cultural activities.*

As described above, Crescent Park should be developed so that it can occasionally be used for major civic events and cultural activities. The park should remain relatively open and unobstructed to allow for the assembly of large numbers of people, but should be designed to be attractive to individuals or small groups of people on a more regular basis.

*4.5: Encourage the enhancement of wetland areas.*

Portions of the waterfront should be improved in a manner that maintains and enhances the ecological value of the area and expresses the historic role of the Lake Merritt Channel as a functional tidal wetlands, with marsh habitat for fish and migratory waterfowl as well as other animals. Improvements should be encouraged that restore wetland and marsh habitat, which should be protected by setting back trails from the shoreline,

installing suitable buffer planting to prevent disruption to nesting and resting areas, seasonal routing of pedestrians to avoid sensitive habitats, pet restrictions, and informational signage. To the extent feasible, these treatments should be extended along the shoreline at the mouth of the channel, west of Fifth Avenue to the Embarcadero.

*OAK-5: Provide for some shoreline reconfiguration for purposes of stabilization and enhanced public access, provided that there is no net gain of fill.*

Shoreline reconfiguration should be provided in selected areas, specifically along the east side of the Lake Merritt Channel extending to Clinton Basin, and on the east side of Clinton Basin. These shoreline reconfigurations, including both the earth movement and new pier structures, should be undertaken to create a larger water space at the mouth of the Lake Merritt Channel, provide for more naturalistic water edge treatments and wetlands enhancements, and contribute to the diversity of shoreline experiences. These improvements should not, however, result in a net increase of filled lands on the bay.

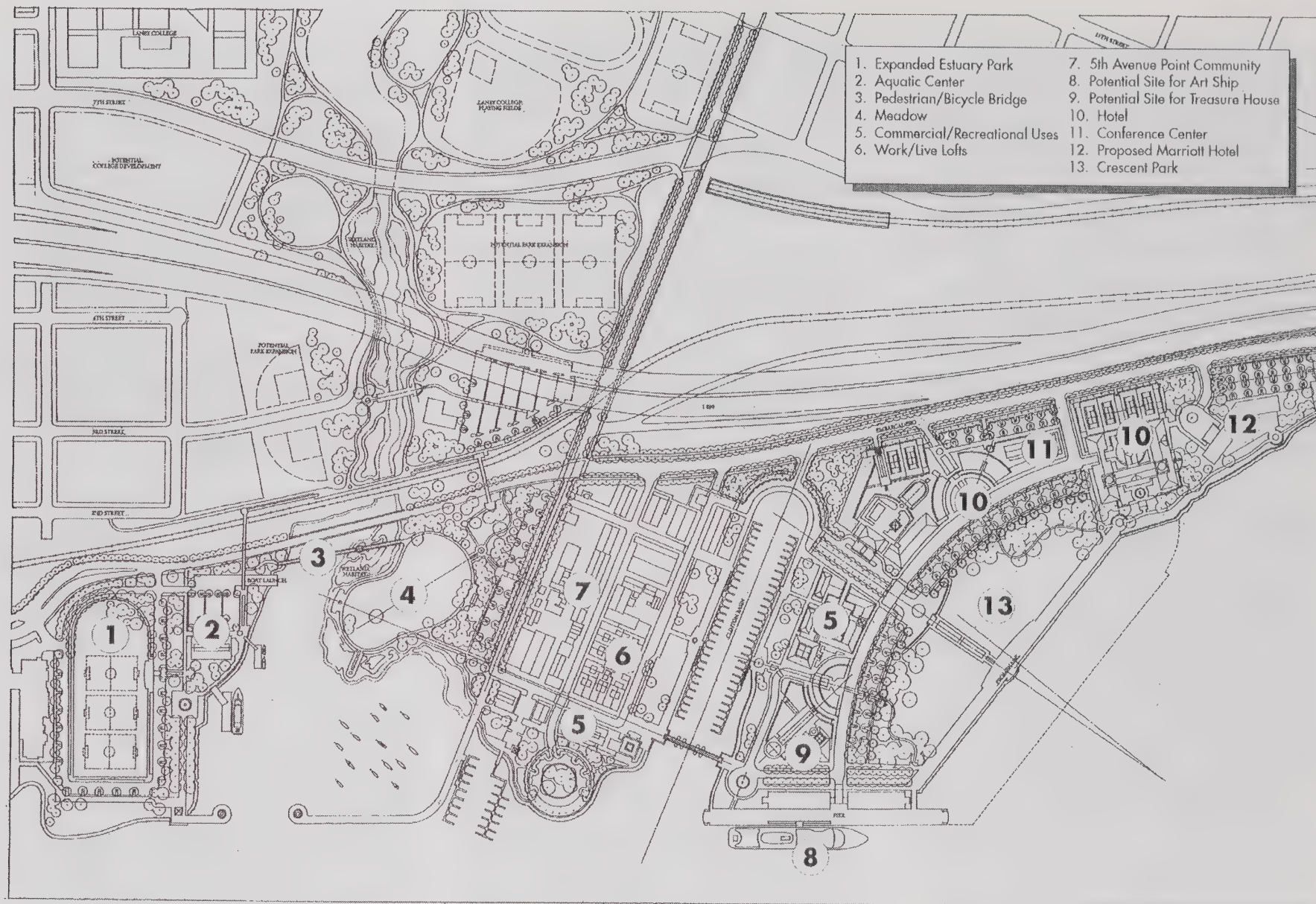


FIGURE III-14: Oak to 9th Illustrative Plan





FIGURE III-15: Oak to 9th Bird's-eye Perspective

## Water Spaces

*OAK-6: Provide for predominantly open water at the mouth of the Lake Merritt Channel.*

The mouth of the Lake Merritt Channel should be enlarged, and portions of the

shoreline removed to create a larger water space suitable for a range of aquatic sports. Consideration should be given to the construction of recreational piers that enclose the water space and provide a greater sense of protection from the larger Estuary and bay. Specifically, Fifth Avenue should be extended as a pile-supported pier

structure. This structure should offer a unique, water-oriented view of the Estuary; it could serve as a place to observe major civic celebrations and water festivals (e.g., the lighted boat parade, rowing races, etc.) as well as a more contemplative place for promenading, fishing and viewing. Mooring on a permanent basis for recre-



ational vessels should be limited (to no more than 25 transient docks). A ferry or water taxi landing should be encouraged within this area, along with transient mooring for overnight vessels on buoys, but the majority of the water space should remain open to maximize the opportunities for boating activities.

*OAK-7: Provide for a limited number of new recreational slips east of Fifth Avenue.*

A small number of slips for the mooring of recreational boats should be provided east of Fifth Avenue, with support facilities provided accordingly. An area for supply drop-off and the provisioning of vessels should be provided to create a high-quality mooring area, attractive to patrons and complementary to landside uses within the district.

*OAK-8: Improve Clinton Basin to provide for the continued mooring of recreational vessels.*

Clinton Basin is currently utilized as a protected water space for the mooring of boats. It is, however, in need of shoreline



*The 5th Avenue Point community will be retained as a unique mixed-use district with work-live units, studios, small businesses and water-dependent activities.*

and berthing improvements, and these should be made to upgrade the quality of the boating facility, extend its life, and provide an interesting focus for waterfront activities. A view corridor into Clinton Basin from the Embarcadero should be developed and maintained to enhance visibility of the boats from landside areas. At the other end of the basin, a bridge

should be considered to improve movement along the water, but any bridge in this location should be designed to be capable of swiveling to the side to enable boats to continue to move in and out of the harbor.

*OAK-9: Encourage the mooring of vessels adjacent to the Ninth Avenue Terminal.*



Along the southern boundary of the Ninth Avenue Terminal, a limited amount of vessel mooring is encouraged to complement the recreational and cultural uses of the area. The configuration of berths should retain significant components of open water that spatially extend the adjacent park at the Ninth Avenue Terminal.

## LAND USE AND URBAN DESIGN

Within the larger framework of a major waterfront open space system, existing and new uses should be accommodated in conformance with the following policies:

### West of Clinton Basin

*OAK-10: Provide for a mixed-use district while maintaining viable industrial uses north of the Embarcadero.*

In the more traditional warehouse and industrial area north of the Embarcadero between the Lake Merritt Channel and Oak Street, a mixed-use district is encouraged. Emphasis should be placed on maintaining

the existing industrial and manufacturing uses, as well as providing for nontraditional higher density housing (work/live and artist studios). Within this area, building intensities should not exceed a floor area ratio (FAR) of 2.0 and a building height of 60 feet. This area would form part of a larger mixed-use district, extending to Webster Street north of the Embarcadero.

*OAK-11: Preserve and expand the existing Fifth Avenue Point community as a mixed-use district of artists and artisan studios, small businesses, and water-dependent activities.*

The Fifth Avenue Point community is a unique mixed-use area within Oakland. It has nestled in among declining industrial uses, creating a spark of life and activity. In addition, the existing work/live units within the Fifth Avenue artists village are recognized as contributing to the affordable studio spaces within Oakland. These units should be maintained and allowances made for additional units, including artist and artisan work/live studios and small light industrial and water-dependent businesses. A limited amount of retail and restaurant

use (7,000 square feet) should also be permitted within the area.

To maintain the existing character of the area, buildings should not exceed an FAR of 0.5 and a height of 30 feet (or two floors), and should be set back an average of 50 feet from the water's edge, but in no case closer than 25 feet. The area should be developed with a fine-grained parcelization pattern that promotes a pedestrian-oriented environment with a network of streets, walkways, courtyards, waterfront promenades, parks and plazas.



*The 5th Avenue Point community includes a synergistic grouping of artists, artisans and small industrial businesses.*

## East of Clinton Basin

**OAK-12:** *Facilitate the relocation of break-bulk cargo operations from the Ninth Avenue Terminal.*

A major user currently within the district is the Ninth Avenue break-bulk cargo handling terminal, which is owned and operated by the Port of Oakland. As is typically the case with such maritime facilities, access to this area is restricted. During periods of offloading, the terminal generates significant truck traffic. With the rise of containerized shipping, break-bulk cargo handling has declined, and there are periods of time when the facility is completely empty and inactive.

In order to achieve the vision for the waterfront in the Oak through Ninth area, it is essential that the existing and related maritime activities at and adjacent to the Ninth Avenue Terminal be accommodated elsewhere. The Oakland army base provides a similar break-bulk cargo facility and an opportunity to consolidate maritime activities where the most intensive port operations are already taking place. In preparing

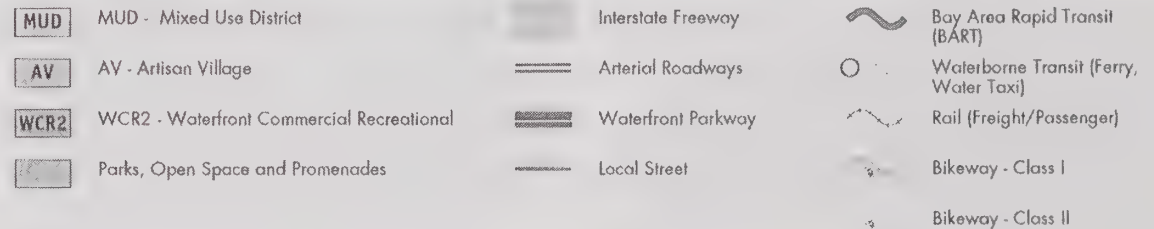
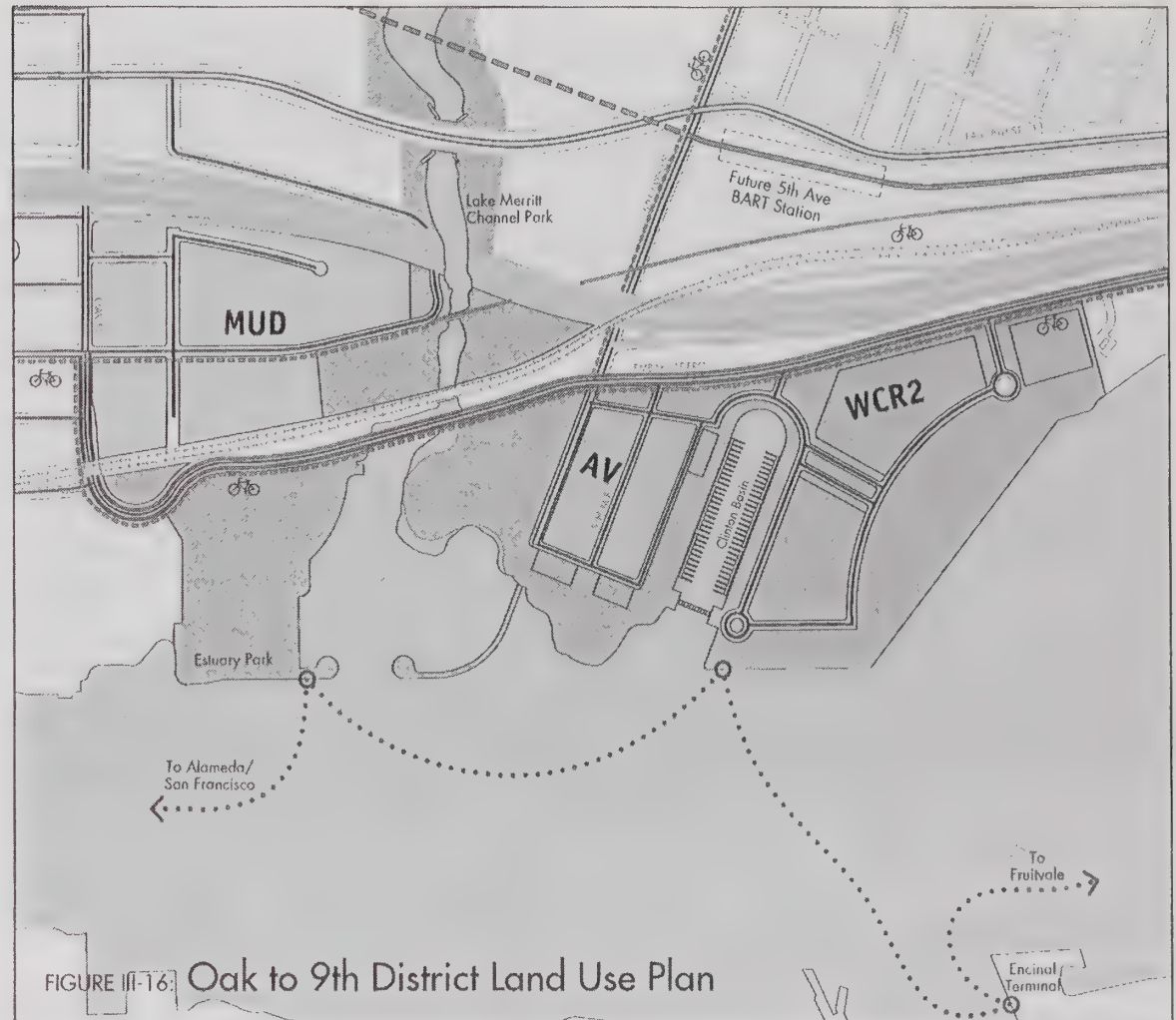




TABLE III-4

**Illustrative Development Program: Oak Through Ninth District**

District	Residential (units)			Work/Live (units)			Office (000 s.f.)			Wholesale/Off-Price Retail (000 s.f.)			RD&E (000 s.f.)			Hotel (rooms)			Warehousing (000 s.f.)			Light Industry/R&D (000 s.f.)			Heavy Industry (000 s.f.)			Public/Quasi-Public (000 s.f.)		
	Existing	Net Gain (Loss)	Building Program	Existing	Net Gain (Loss)	Building Program	Existing	Net Gain (Loss)	Building Program	Existing	Net Gain (Loss)	Building Program	Existing	Net Gain (Loss)	Building Program	Existing	Net Gain (Loss)	Building Program	Existing	Net Gain (Loss)	Building Program	Existing	Net Gain (Loss)	Building Program	Existing	Net Gain (Loss)	Building Program	Existing	Net Gain (Loss)	Building Program
Oak to Lake Merritt Channel				73	73		19		19	138		138							197	(110)	87	50		50				28		28
5th Ave Artists Village				45	35	80							1	6	7				30		30	100		100	66	(66)				
Clinton Cove/9th Ave Terminal													30	30		650	650		249	(249)		56	(56)					70		70
<b>Total Oak to 9th Ave Terminal</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>45</b>	<b>108</b>	<b>153</b>	<b>19</b>	<b>0</b>	<b>19</b>	<b>138</b>	<b>0</b>	<b>138</b>	<b>1</b>	<b>36</b>	<b>37</b>	<b>0</b>	<b>650</b>	<b>650</b>	<b>476</b>	<b>(359)</b>	<b>117</b>	<b>206</b>	<b>(56)</b>	<b>150</b>	<b>66</b>	<b>(66)</b>	<b>0</b>	<b>28</b>	<b>70</b>	<b>98</b>

the Community Reuse Plan for the Oakland army base, consideration should be given to relocation of the break-bulk operations to enable reuse of the Ninth Avenue Terminal site and to provide for reorientation of the Fifth through Ninth area.

Once the cargo-handling operations are relocated, the existing warehouse buildings should be removed to open up views from inland areas to the waterfront.

*OAK-13: Provide for lively, publicly oriented activities that are complementary with the adjacent parks and open spaces along the water.*

Open space is planned to be the primary new use within the Oak through Ninth District, occupying all of the land along the shoreline and extending inland at the Lake Merritt Channel, Clinton Basin, and Crescent Park. This use of the shoreline is consistent with the intent of the Tidelands Trust, and will be the most significant agent of change within the district. It will create a

tremendous amenity and resource for the community, as well as an attractive setting for development.

New development adjacent to these open spaces should be complementary to them, and should provide publicly oriented activities that add another dimension to the experience of the waterfront. More specific policies for new uses within this area include:

*13.1: Encourage commercial-recreational development to the east of 5th Avenue, adjacent to waterfront open spaces.*

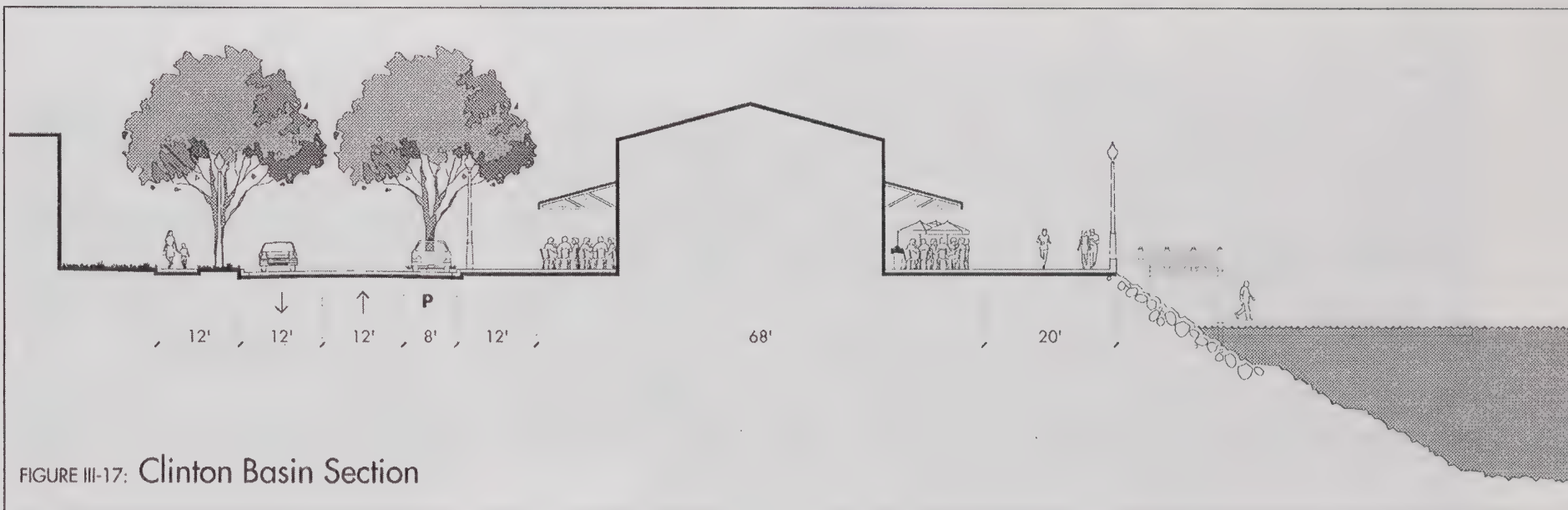


FIGURE III-17: Clinton Basin Section

New commercial-recreational development should be encouraged on lands to the east of Fifth Avenue. Allowable development should include hotel, conference, restaurant, retail, and commercial-recreational uses. East of Clinton Basin and within 150 feet of the Embarcadero, building heights should be no greater than 85 feet, allowing up to approximately 650 hotel rooms and 30,000 square feet of retail use within this area.

A resort recreational orientation should be encouraged for the hotel uses through the construction of recreational facilities

(tennis, swimming, etc.), which could add another dimension to the recreational experience of the area.

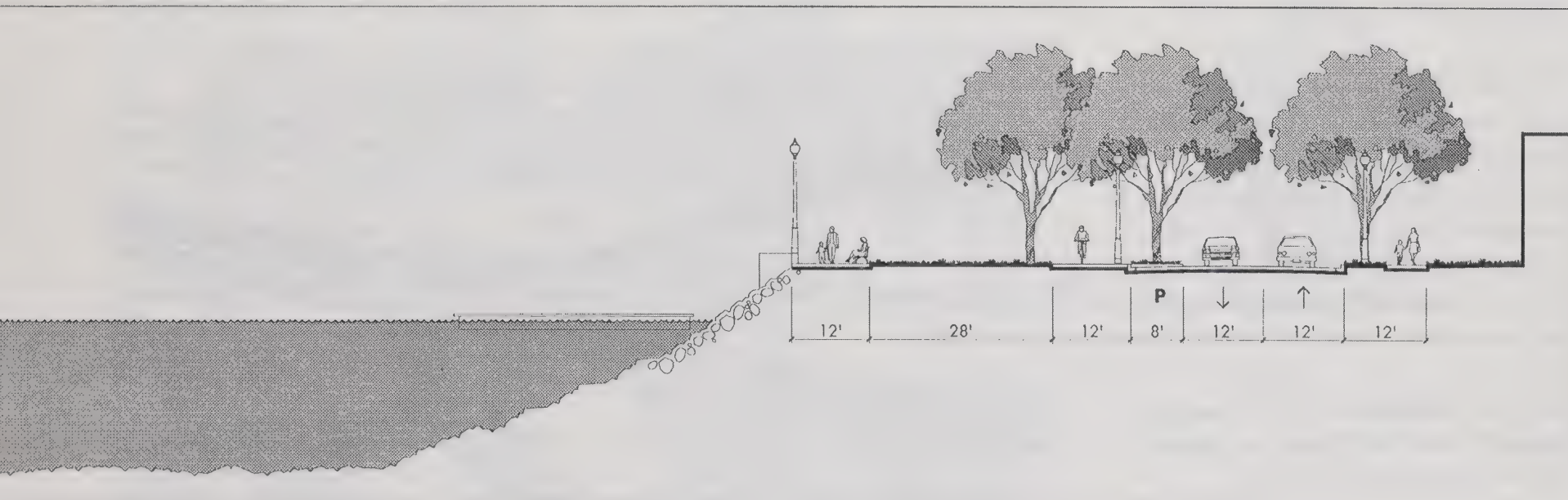
*13.2: Provide for a catalyst cultural use along the shoreline.*

A one-acre site should be set aside for a catalyst cultural use, such as the Treasure House contemplated by the Oakland Museum. An appropriate location for this use would be adjacent to the planned waterfront open space flanking Clinton Basin and the Estuary.

*OAK-14: Orient development to the water.*

New development within this area should be organized along the Embarcadero Parkway, with “windows” to the water at intermittent points. View corridors should be established from the Embarcadero, the Estuary, and the mouth of Lake Merritt Channel between the extension of Fallon Street on the west and the Fifth Avenue extension on the east. A 350-foot view corridor to Clinton Basin from the Embarcadero and a 150-foot view corridor from the Embarcadero southeast to the





Ninth Avenue Terminal should be provided. Additional view corridors 80 feet in width should be provided through the planned development parcels east of Clinton Basin, at intervals not to exceed 400 feet.

Development should be set back an average of 50 feet (and a minimum of 25 feet) from the water's edge, but oriented to the shoreline. Activities within new development areas should be public in nature, and complementary to recreational and cultural uses.

*OAK 15: Require the remediation of contaminants prior to development and/or improvement of the site.*

Typical of many waterfront areas that have been in intensive industrial use, contamination has been documented within this district, and will be a consideration in redevelopment of the area. To date, various parties have undertaken limited efforts to characterize surface soil, subsurface soil and groundwater within the waterfront area. Considerably more investigations will be required prior to redevelopment of the area.

Further investigations should be undertaken to more accurately characterize contamination, and to determine the most appropriate and cost-effective remediation methods that can achieve the public objectives for this area in a timely and coordinated fashion.

Responsible parties should be identified and be required to clean up, cap and seal the site, as appropriate, to permit timely redevelopment of the area. The level of soil and groundwater cleanup should provide for the creation of usable public open space.

## REGIONAL CIRCULATION AND LOCAL ACCESS

The Oak through Ninth area is isolated from other parts of the city by regional transportation facilities, including the main line rail tracks and the I-880 freeway, which run parallel to the waterfront. The following policies are aimed at reducing the effect of these barriers and improving access to, and circulation through, the area.

*OAK-16: Coordinate with Caltrans on the upgrade of the I-880 freeway to improve regional access to the waterfront.*

Interstate 880, as it passes through the Estuary planning area, is substandard; on and off-ramps occur in a random manner, creating problems of safety and orientation. This is particularly true in the Oak through Ninth area, where the on-ramp at the Embarcadero provides little merging distance. With the seismic upgrade program for the freeway, this situation could be remedied to promote safe and convenient access to the waterfront. In order to achieve city objectives to improve local access to the waterfront, the City should work with

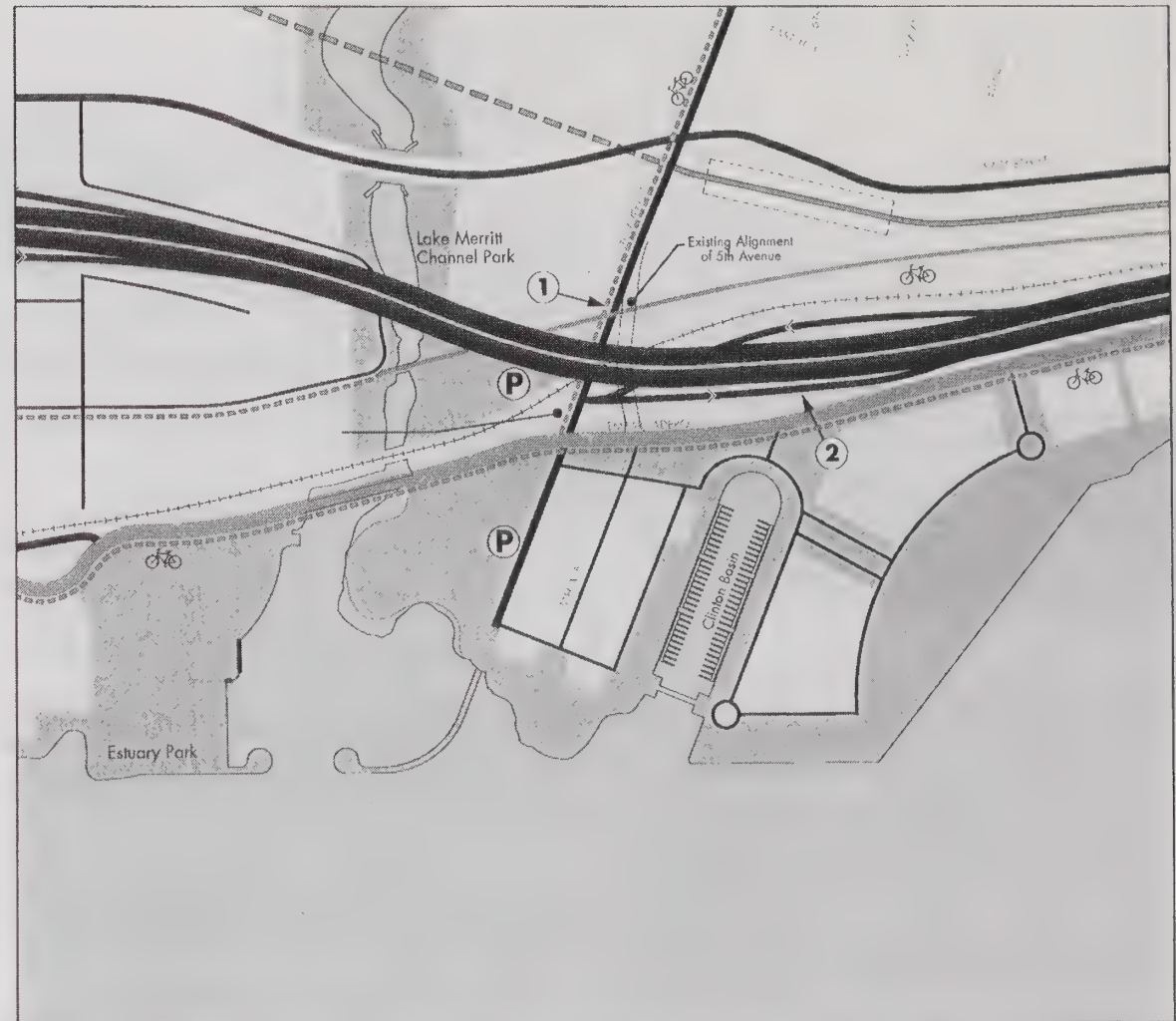
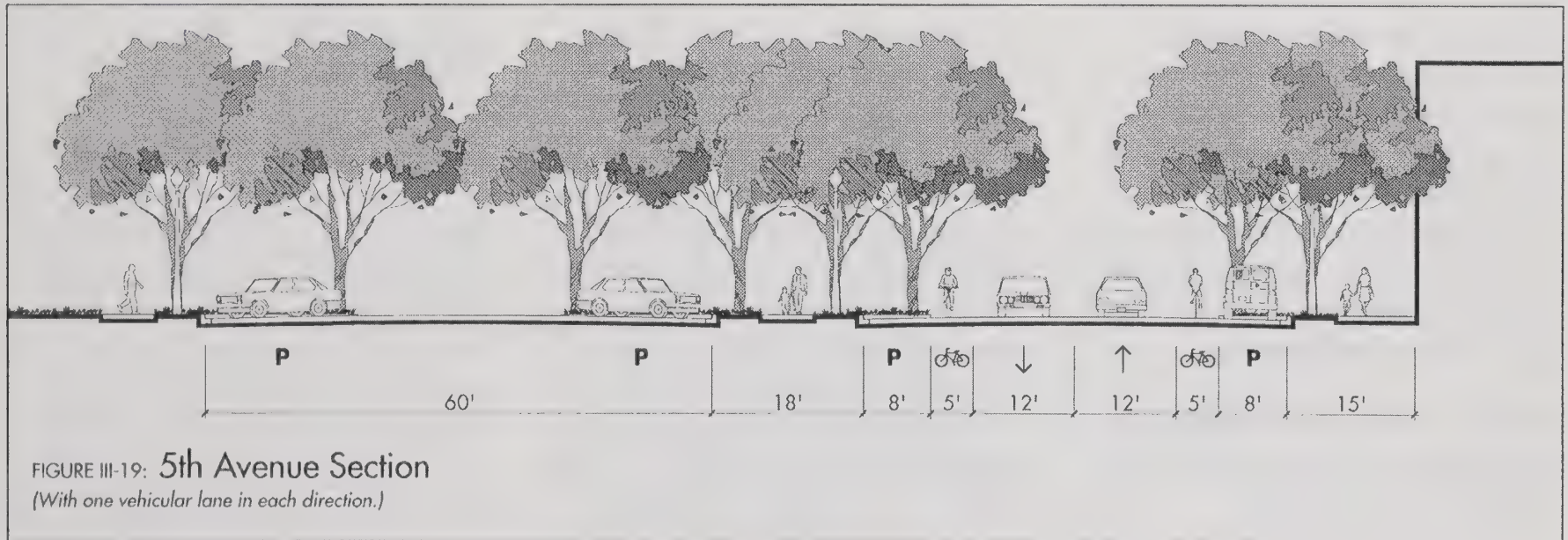


FIGURE III-18: Oak to 9th Avenue District Circulation







Caltrans on the planned improvement of the Fifth Avenue Bridge. More specifically, the existing on and off-ramps along the Embarcadero between Fifth and Ninth avenues should be removed and replaced with a “half-diamond” configuration, providing an eastbound on-ramp and westbound off-ramp connecting to Fifth Avenue.

**OAK-17:** *Enhance Fifth Avenue as the principal pedestrian and vehicular linkage to the public open space and Aquatic Park.*

Fifth Avenue is a significant north-south street, connecting to Park Boulevard and linking the waterfront to downtown neighborhoods and the Oakland Hills. As such, it is important that Fifth Avenue be improved south of the Embarcadero as the principal pedestrian and vehicular connection to this segment of the waterfront. It is recommended that this street be realigned and straightened to become the edge of the open space, creating a public transitional space to the Fifth Avenue Point community. In order to enhance the pedestrian environ-

ment along Fifth Avenue, landscaping, lighting, and sidewalk improvements should be undertaken.

**OAK-18:** *Improve the Embarcadero east of Oak Street as a multimodal landscaped parkway with bicycle, pedestrian and vehicular facilities.*

A key objective of the Estuary Plan is to create a continuous multimodal parkway to improve access along the waterfront and enhance the continuity and identity of the

Estuary within the city. Within the Fifth through Ninth area, the Embarcadero Parkway concept should be implemented between Lake Merritt Channel and Embarcadero Cove. A three-lane roadway (two moving lanes and a center left-turn lane) should be built, with an adjacent 36-foot landscaped corridor to accommodate a continuous bicycle trail and pedestrian promenade on the Estuary side.

*OAK-19: Provide for the extension of a pedestrian-oriented street grid east of Oak Street as the area redevelops.*

The area east of Oak Street, particularly south of the I-880 freeway, is extremely isolated from the surrounding street system. As the area redevelops, efforts should be taken by the City to extend the grid pattern of city streets eastward.

*OAK-20: Create a network of pedestrian-friendly streets that opens up views and access to the water.*

Within the Fifth Avenue Point community and the commercial-recreational district east of Clinton Basin, a network of local streets should be provided to serve individual properties. This network should be designed in a block configuration to allow for a diversity of ways through the district and a comfortable and safe pedestrian environment. The configuration of streets should be aligned to promote views and access to the shoreline, provide convenient access and parking to open spaces, and discourage fast-moving through traffic. Streets should include generous provisions for pedestrians and be landscaped in a manner that reduces heat gain and extends the open space amenity inland from the shoreline.

Local streets should continuously front along the Estuary and Clinton Basin open space, in order to create a more public and open feeling along the water and increase accessibility. Connections should be made from this area across the head of Clinton Basin to the Fifth Avenue Point community to ensure that both sides of the basin are tied together through local streets.

*OAK-21: Design parking to be convenient and complementary to the public orientation of uses within the area.*

Convenient and visible parking is important in ensuring the success of open space improvements as well as new development. Parking should be designed in a manner that complements the open space character of the area. Large expanses of asphalt should be avoided in favor of linear landscaped roadways with perpendicular parking alongside them. Such an approach will minimize the visual impact of parking while maximizing access and visibility to open space activities. Parking areas should be well lit and linked to pedestrian trails.

Development sites should provide all of their parking requirements onsite, and be generously landscaped to promote continuity with open space areas. Parking should be screened from predominant public view with landscaping and/or encapsulated and architecturally integrated within buildings. Parking that serves private uses should be made available to the public during nonpeak periods.



*OAK-22: Establish a management program for special events access and parking.*

A major event at the waterfront could attract over 50,000 people, and as such, transportation and parking needs will be significant issues. Events planning should include a comprehensive transportation management program that includes vans and special transit vehicles providing service to the downtown, the Jack London District, and key regional transit providers (e.g., BART, Amtrak, Transbay ferries). Events parking should also be provided within walking distance of the planned celebration space. Permanent onsite parking along roadways will only satisfy a small percentage of the overall parking needs; additional opportunities for events parking north of I-880 on the existing railyards, in existing parking facilities at Laney College, and in private parking facilities within the waterfront area should be pursued and programmed.

*OAK-23: Explore the future potential for a new BART station and major parking facility on BART property at Fifth Avenue and Eighth Street East.*

As the waterfront develops as a major destination, opportunities for the creation of a new BART station east of Fifth Avenue on BART-owned property should be explored to improve regional transit service, promote the revitalization of adjacent neighborhoods, and enhance the potential of the nearby waterfront as a major destination. This site would be approximately one-half mile east of the Lake Merritt BART station and about two miles west of the Fruitvale station, at a spacing similar to the BART stations in downtown Oakland and San Francisco.

The site should also include a significant parking facility for commuter parking, replacement parking for Laney College surface lots, and special events parking for the waterfront. In addition to serving the waterfront area, a BART station at this location would have positive impacts on the revitalization of adjacent neighborhoods. Construction of the station should be undertaken without interruption of BART service by aligning the station tracks immediately south of the existing main line.



*The San Antonio/Fruitvale District stretches from Embarcadero Cove to San Leandro Bay.*



## San Antonio/Fruitvale District

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The San Antonio/Fruitvale portion of the Oakland Estuary extends from the Ninth Avenue Terminal to 66th Avenue, and from I-880 south to the water's edge. This district is quite large, and encompasses approximately 560 acres of land with a broad mix of land uses, ranging from small-scale single-family residential to large-scale industrial users and big-box retail developments. It is an area, like others along the shoreline, that was fragmented by the imposition of the railroad and freeway, which follow the Estuary, coming very close to the water in the Embarcadero Cove area and moving several hundred feet away as they extend eastward.

Even before construction of the freeway, the character of this area was dramatically transformed by reconfiguration of the

shoreline. Once part of a fabric of natural riparian corridors, the area was punctuated by the Sausal Creek watershed (generally in the location of Fruitvale Avenue), which separated creeks draining westward to the Estuary from those draining east into San Leandro Bay. In the early twentieth century, a cut was made to create a tidal canal linking San Leandro Bay with the Estuary. This action turned the city of Alameda into an island (rather than a peninsula) and created Coast Guard Island from the dredge spoils. The effects of this major dredging project can still be observed in the interrupted pattern of drainages, roadways and parcels within this area today.

As a result of the early dredging projects, the Estuary in this area is characterized by a fairly narrow stretch of channel punctuated

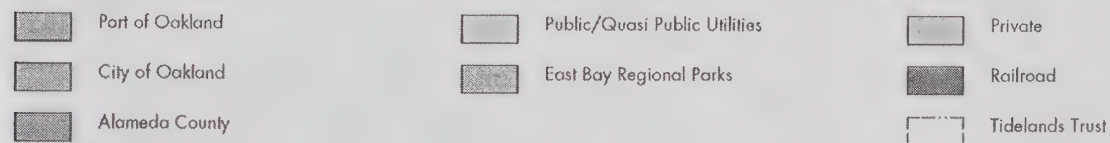
at the ends by a more expansive cove and bay. In the center reaches, the Estuary is adjoined on the opposite shore by small-scale residential and extensive marina development in Alameda. To the west, the channel opens up to Embarcadero Cove and is focused around Coast Guard Island. To the east, beyond the island of Alameda, it extends into San Leandro Bay.

Along this portion of the waterfront, there are a variety of shoreline conditions, from more urbanized industrial environments to the natural beauty of the wetlands and tidal marshes adjacent to San Leandro Bay. In these reaches of the Estuary, water depths are shallow and larger craft are somewhat rare, which contributes to a more protected and introverted mood.



Source: Port of Oakland

FIGURE III-20: San Antonio/Fruitvale District Current Ownership

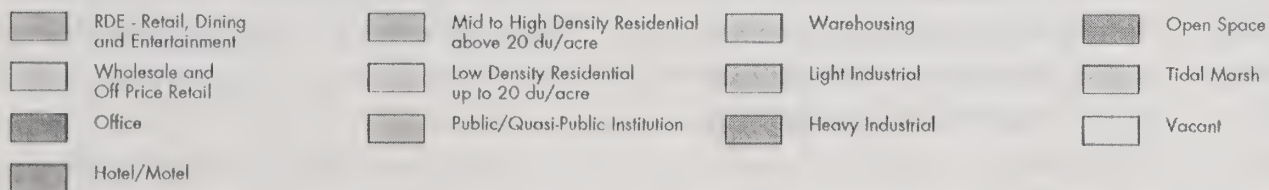






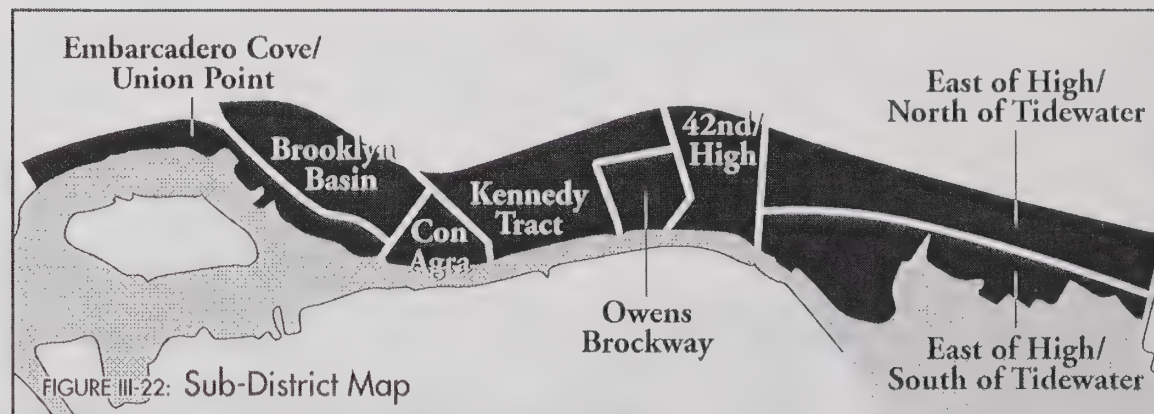
Source: Port of Oakland

FIGURE III-21: San Antonio/Fruitvale District Existing Land Use



This portion of the shoreline is closely tied to the inland residential neighborhoods and forms an important part of the larger identity of the city. In particular, the San Antonio and Fruitvale neighborhoods lie immediately to the north of the freeway, extending back into the heart of the city. Nearby neighborhoods also include Central East Oakland and the Coliseum area across I-880. In many ways, this area represents the window to the Estuary from these and other inland neighborhoods. It is visible from the Oakland hills as well as from the freeway by the thousands of motorists traversing I-880 on a daily basis, and by those crossing the bridges between Alameda and Oakland.

In the future, connections between this portion of the waterfront and surrounding neighborhoods can be improved through infrastructure improvements to and along the shoreline. As the area redevelops, a parkway can be extended to create a continuous system of movement, providing identity and a sense of orientation within this district of the waterfront. New parks can be developed that add to the amenity of the area and serve larger neighborhood



needs. Land uses within specific subareas of the shoreline can be clarified, and conflicts between uses resolved.

## LAND USE AND URBAN DESIGN

The land use policies for the San Antonio/Fruitvale District are intended to establish a more cohesive and compatible pattern of land uses that supports economic development, an improved and accessible waterfront environment, and opportunities for neighborhood preservation and enhancement. The policies are geographically specific (by subarea within the district), and are generally grouped according to broader

categories of land use. Table III-5 describes a potential buildout program for the district.

### Embarcadero Cove/Union Point

Embarcadero Cove/Union Point is bounded by the Embarcadero on the north, the Ninth Avenue Terminal on the west, and Con-Agra on the east. Primary uses within this area include hotels; restaurants; boat sales, storage and repair shops; and marinas. A new hotel is scheduled to be built at the site of two existing restaurants on the Embarcadero at 12th Avenue.

This area is defined by the physiographic characteristics of a small bay, with an indented shoreline tracing a broad arc and



TABLE III-5

## Illustrative Development Program: San Antonio/Fruitvale

District	Residential (units)			Work/Live (units)			Office (000 s.f.)			Wholesale/Off-Price Retail (000 s.f.)			RD&E (000 s.f.)			Hotel (rooms)			Warehousing (000 s.f.)			Light Industry/R&D (000 s.f.)			Heavy Industry (000 s.f.)			Public/Quasi-Public (000 s.f.)		
	Existing	Net Gain (Loss)	Building Program	Existing	Net Gain (Loss)	Building Program	Existing	Net Gain (Loss)	Building Program	Existing	Net Gain (Loss)	Building Program	Existing	Net Gain (Loss)	Building Program	Existing	Net Gain (Loss)	Building Program	Existing	Net Gain (Loss)	Building Program	Existing	Net Gain (Loss)	Building Program	Existing	Net Gain (Loss)	Building Program	Existing	Net Gain (Loss)	Building Program
Embarcadero Cove							39		39				52	106	158	244	150	394				5		5						
Brooklyn Basin	3		3	70		70	303	120	423	40	40	80							725	(453)	272	181	235	416	261		261			
Con-Agra		260	260					142	142					28	28										130	(130)				
Kennedy Tract	180	300	480	140	150	290	11		11	30		30		47	47				283	(260)	23	300	(186)	114	248	(203)	45			
Owens-Brockway																								815		815				
42nd/High Street							25	130	155	228	100	328							205	(205)		81	86	167	14	(14)				
East of High St Nth of Tidewater							85	40	125	52	40	92							65	(65)		179	61	240	413	(228)	185	171	29	200
East of High St Sth of Tidewater							32	238	270										65	(65)			270	270	189	(189)				
Total San Antonio/Fruitvale	183	560	743	210	150	360	495	670	1165	350	180	530	52	181	233	244	150	394	1343	(1048)	295	746	466	1212	2070	(764)	1306	171	29	200

creating protected offshore waters focused on Coast Guard Island. The combination of its distinctive shape and proximity to the freeway results in a very narrow and constricted shoreline, which averages about 200 feet in width to the Embarcadero. At the same time, the narrowness of the shoreline provides an opportunity for views to the

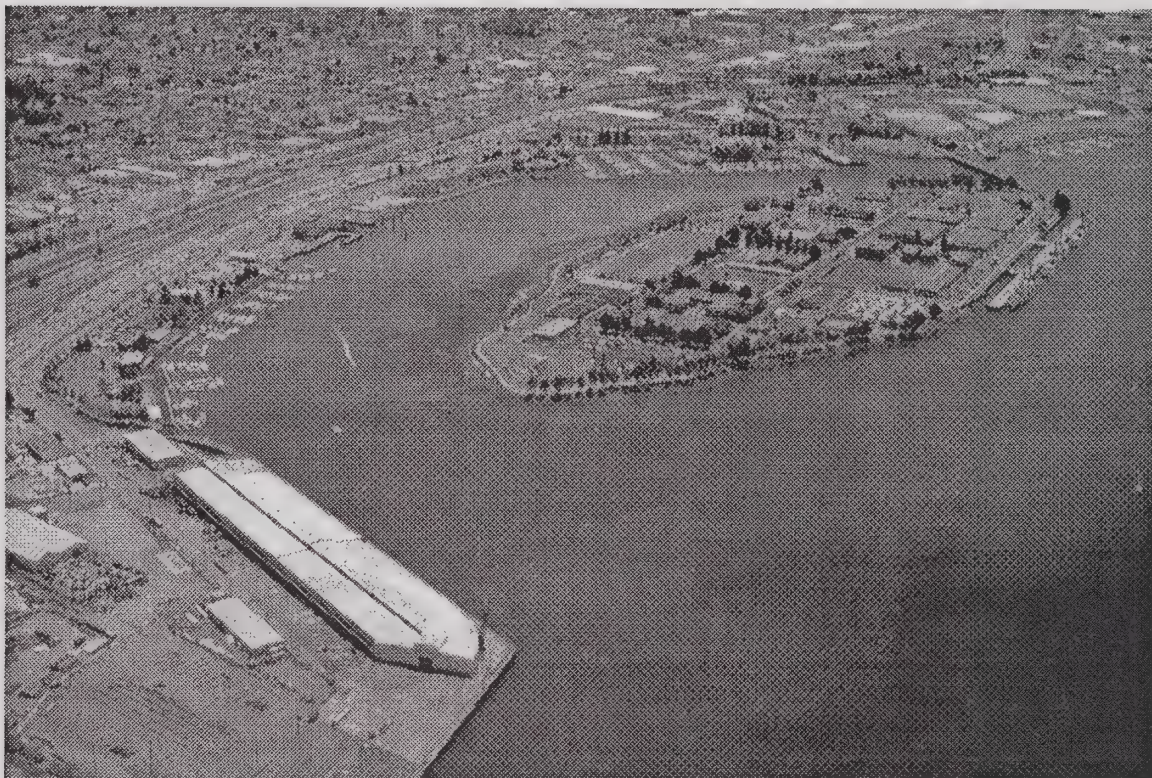
water. This is the only area along the Estuary where the water can be seen from the freeway.

*SAF-1: Encourage the development of water-oriented commercial uses within the Embarcadero Cove that provide for public access and visibility to the shoreline.*

This is a highly visible portion of the waterfront, but it is narrow and constrained

by close proximity of the I-880 freeway. It includes a fairly narrow reach of shoreline, ranging from as little as 30 feet wide at the Pacific Drydock site to 250 feet at the Motel 6 property. The waterfront orientation and constrained parcel depth make this area well suited for continued commercial-recreational and water-dependent uses.





*The Embarcadero Cove has the qualities of a sheltered bay.*

New commercial uses within this subarea should build upon the existing character and create a positive relationship to the water's edge. Improvements that maximize accessibility to and visibility of the shoreline should be incorporated into new development through boardwalks, walkways, and

points of public access. Development should be set back from the top of the shoreline bank by a minimum of 25 feet and be built to a maximum height of 35 feet (three floors), with densities that do not exceed an FAR of 0.5.

## Brooklyn Basin

Brooklyn Basin comprises the area inland of Embarcadero Cove, extending to Diesel Street on the east. This area is characterized by a mix of uses: offices housed in both mid-size 1970s buildings and remodeled Victorian-style houses, restaurants, a school, artist studios, light industrial and service uses, and larger scale food processing and food warehousing/distribution operations.

*SAF-2: Maintain the role of the area as a place for food processing and manufacturing, and retain light industrial uses.*

Food processing is a major source of employment in this portion of the waterfront, with some 400 individuals, many in skilled positions. Within Oakland, relatively few sectors, particularly in new small to mid-sized companies, have generated a comparable level of employment. Despite the migration of large-scale food processing companies to other areas and the consolidation of operations which has resulted in numerous plant closures, significant activity is continuing within this sector of the economy, particularly in the area of niche/specialty markets.



future, both for incubator businesses as well as for established and growing concerns. While food processing and manufacturing/distribution should be the predominant uses within the area, existing light industrial uses should be maintained as well.

*SAF-3: Allow for a limited amount of compatible office, support commercial and institutional uses.*

Brooklyn Basin also includes educational, office and commercial uses. In particular, north of Dennison and along the waterfront, the pattern of land uses is relatively fine-grained, with some older structures and smaller increments of development oriented to the street. A limited amount of



*Above: The Brooklyn Basin subarea is an important manufacturing and food processing center within the City of Oakland. Below: This sub-area includes older office and industrial buildings that contribute to its diverse character.*

educational, office and commercial uses should be allowed, as well as the possibility for residential and work/live units, where these uses would result in the rehabilitation of existing structures and where they would not create land use conflicts with existing industrial activities.

*SAF-4: Maintain the industrial character of the area.*

Emphasis should be placed on the reuse of existing structures of historic value and architectural interest. In addition, the height of buildings should be limited to approximately 45 feet, consistent with the



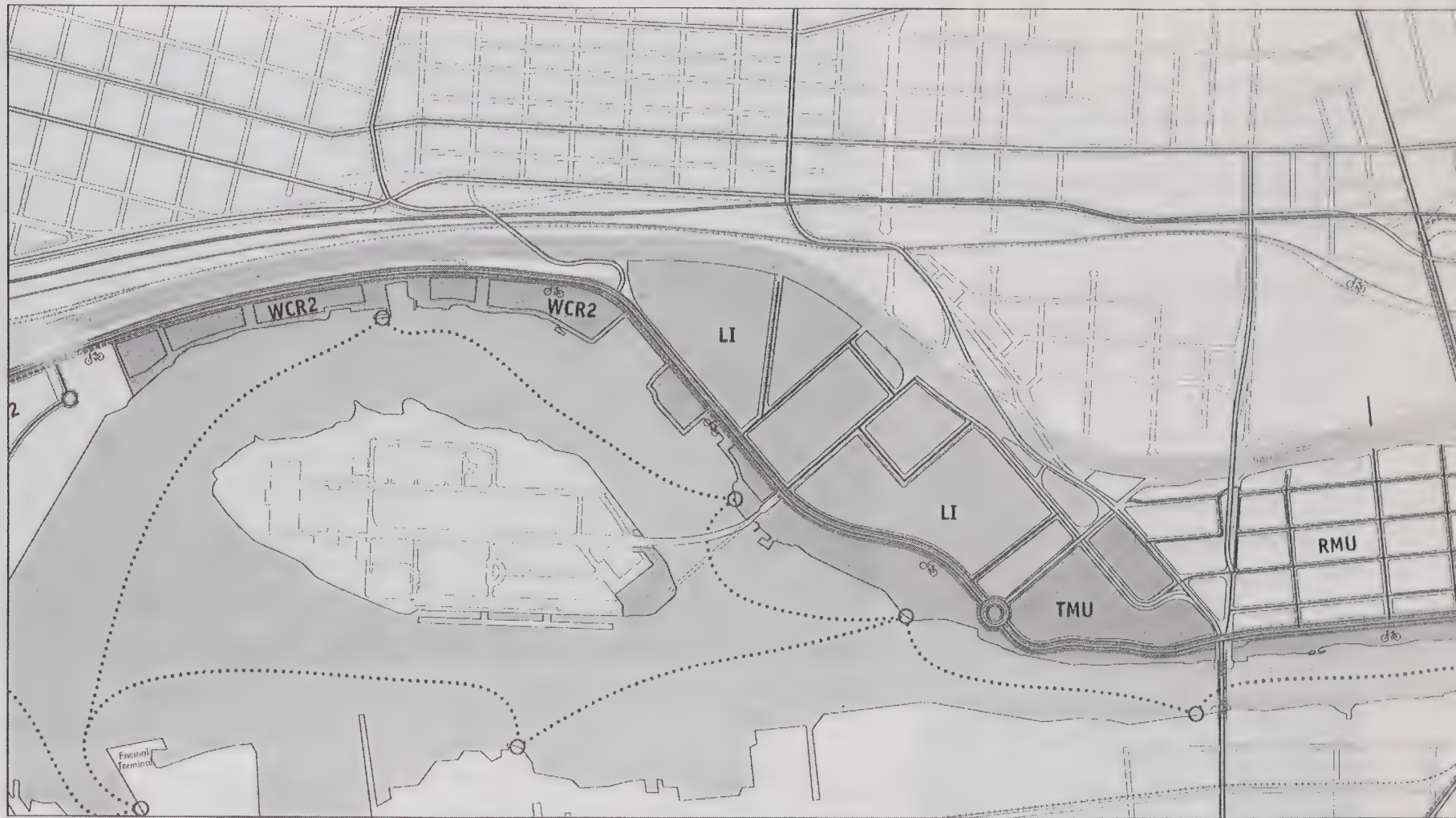


FIGURE III-23: San Antonio/Fruitvale District Land Use Plan

<b>RMU</b> RMU - Residential Mixed Use	<b>TMU</b> TMU - Transitional Mixed Use	Interstate Freeway	Bay Area Rapid Transit (BART)
<b>WCR2</b> WCR2 - Waterfront Commercial Recreational	<b>LI</b> LI - Light Industrial	Arterial Roadways	Waterborne Transit (Ferry, Water Taxi)
<b>GC</b> GC - General Commercial	<b>IND</b> IND - Industrial	Waterfront Parkway	Rail (Freight/Passenger)
<b>WBP</b> WBP - Waterfront Business Park	Parks, Open Space and Promenades	Local Street	Light Rail
<b>CR</b> CR - Commercial Recreation	Habitat Preservation	Bikeway - Class I	Bikeway - Class II

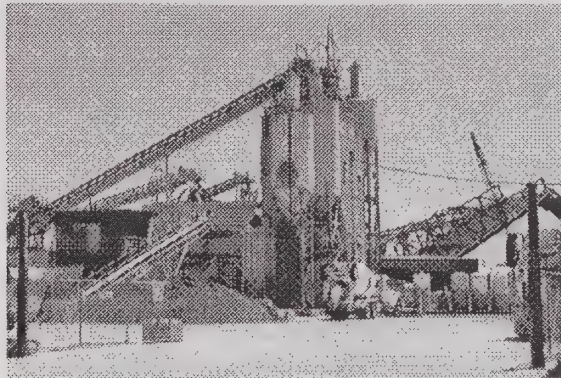




architectural interest. In addition, the height of buildings should be limited to approximately 45 feet, consistent with the existing scale of buildings in the area; densities should be allowed up to a 2.0 FAR (floor area ratio).

### Con-Agra Industrial Waterfront

This portion of the waterfront, located between Diesel and the Park Street Bridge and south of 29th Avenue, encompasses an area that is primarily in heavy industrial use. It is dominated by the 11-acre Con-Agra facility, which mills grain for flour distributed throughout the Bay Area and Northern California. The facility has its own pier, which is currently leased to a dredging



*The Con-Agra mill is a prominent landmark along the Estuary.*

company, but could be used again in the future if Con-Agra chooses to import wheat.

Right Away Ready-Mix and Lone Star, Inc., sand and gravel operations, have large operations immediately adjacent to the Con-Agra facility. While the area historically attracted these types of construction-related uses because of barge access via the Estuary, these business operations remain in the area today largely because of its central location and good freeway accessibility, and because of investments in existing facilities.

*SAF-5: Allow for heavy industry to continue, while providing for the transition to a mix of new uses.*

The Con-Agra area has long been in heavy industrial use related to the agricultural/food and construction/transportation sectors of the economy. While it is not the intention of the plan to displace these activities, it is anticipated that some of these uses may wish to relocate on their own accord. In this event, new uses should be encouraged that build on the unique qualities of the waterfront location and promote public access to the Estuary shore.

*SAF-6: Redevelop the area with a mixture of waterfront-oriented residential and/or commercial activities, if and when industrial uses phase out of the area.*

New uses that are compatible with the public nature of the waterfront and with the adjacent Kennedy Tract residential neighborhood should be encouraged in this area, if and when industrial uses phase out. Specific land uses which should be encouraged within this area include residential, retail, restaurant, office, research and development, and light industrial uses that are configured to complement the waterfront orientation of the site.

*SAF-7: Encourage new development that is compatible with the scale and character of surrounding uses.*

New uses should be developed in a manner consistent with the surrounding character and scale of the area. Therefore, building heights should be predominantly 40 feet; however, portions of the development should be permitted to extend up to 85 feet, subject to the preparation of a more specific development plan. Buildings should



be designed to step down to adjacent neighborhoods and the waterfront. Development density should not exceed an FAR of 2.0. Parking should be screened from view or contained within new buildings.

*SAF-8: Provide for strong linkages to surrounding areas, and orient new development to the water.*

Development should be configured to provide at least two points of perpendicular public access and view corridors (minimum 80 feet in width) linking Kennedy Street and the Estuary, at intervals of approximately 300 feet.

A publicly accessible and continuous waterfront open space at least two acres in size should be developed along the shoreline. This open space should be visible and accessible from Kennedy Street, and uses fronting on this open space should be public in nature and designed to activate the area.

*SAF-9: Provide for more specific planning of the entire Con-Agra area.*

The Con-Agra waterfront, although composed of different businesses and owner-

ships, should be planned as an integral unit to create the most positive effect and the optimal relationship with the Estuary. As described more fully in the Implementation chapter of this plan, a Specific Plan should be prepared prior to development. Because the area is within the Coliseum Redevelopment Area, redevelopment tools should be considered to facilitate development through the use of owner participation agreements and assistance with land assembly, reconfiguration, and site preparation.

### Kennedy Tract

The Kennedy Tract includes a mix of generally smaller scale uses. Industrial and auto-related uses are mixed with work/live studios in portions of the subarea, particularly near the waterfront. Single-family homes are mixed with industrial and auto-related uses in locations closer to the freeway. There are large, old industrial structures lining the waterfront, so access and visibility to the Estuary occurs only at the ends of two streets, Derby and Lancaster. Several of these structures appear to be only marginally used for storage,

warehousing and repair. Several are vacant or underutilized, and in disrepair.

*SAF-10: Encourage preservation and expansion of the affordable residential neighborhood in the Kennedy Tract.*

The Kennedy Tract is a unique subarea within the San Antonio/Fruitvale District. It is a remnant of a once-more-cohesive urban fabric extending from Oakland into Alameda. The area is predominantly occupied by a mix of residential, warehousing and service-oriented uses in a fine-grain urban pattern that has little relationship with the Estuary. The residential uses in this area should be maintained within the context of compatible nonresidential uses.



*Within the Kennedy Tract, access to the Estuary is limited to the ends of Lancaster and Derby Streets.*





*The Kennedy Tract includes a mix of residential, work/live, industrial and warehousing uses.*

*SAF-11: Provide for a mixture of compatible uses with emphasis on a variety of affordable housing types, to reinforce the sense of neighborhood and establish a more positive relationship with the Estuary shore.*

Currently, there are several hundred housing units within the Kennedy Tract, including work/live spaces in renovated ware-

houses as well as single-family bungalows and houses. In addition to this residential development, there are a number of smaller scale industrial and commercial uses, creating a one-of-a-kind neighborhood. A mixture of residential, work/live, light industrial and neighborhood-serving uses should be maintained in the future, with an em-

phasis on affordability, livability, and an enhanced relationship with the Estuary.

*SAF-12: Maintain a character of small-scale buildings within a fine-grain urban pattern.*

To maintain the attractive, small-scale character of the area, buildings should not exceed a height of 45 feet or four floors, whichever is less, and a density of 40 dwelling units per acre or an FAR of 1.0. In addition, development parcels should not exceed 40,000 square feet, and no use should exceed 5,000 square feet except offices, which should be no greater than 15,000 square feet.

### **Owens-Brockway**

The Owens-Brockway subarea consists of approximately 28 acres of land devoted entirely to the business of glass recycling and manufacturing. Owens-Brockway is one of the largest private employers in Oakland, currently supporting almost 800 jobs. These operations are expected to remain viable in the future.



*SAF-13: Retain the existing industrial use within the area.*

Owens-Brockway is a large and important business within this portion of the waterfront, and it should be supported and retained within the area. In keeping with this objective, the allowable land use for the area should reflect existing heavy industrial uses, with a high building coverage on the site.

*SAF-14: Improve the compatibility between industrial and residential uses within this area, and enhance the relationship of the plant with the waterfront.*

Improvements along the edges of the Owens-Brockway plant should be undertaken to establish a more positive relationship with surrounding uses, including not only the residential neighborhood, but also the waterfront. More specifically, a landscaped street edge on Fruitvale Avenue and a waterfront parkway should be developed to create a more attractive public environment around the plant. A landscaped soundwall should be constructed along the northern property line of Owens-Brockway,



*Owens Brockway is one of the largest private employers in Oakland, supporting almost 800 jobs.*

which would help to reduce noise and visual conflicts with single-family homes along Elmwood Avenue.

#### **42nd Street/High Street**

The Super K-Mart, on a former cannery site, is a major presence within this subarea, benefiting from its proximity to and visibil-

ity from the freeway and accessibility to the nearby populations in Oakland and Alameda. Alameda Avenue runs diagonally through the subarea, splitting it in half. On the east side of Alameda Avenue, the Brinks warehouse and a cluster of small-scale light industrial uses and warehouses are located along the Estuary, impeding public access opportunities.





*The portion of the waterfront adjacent to High Street and 42nd Avenue could intensify with a mixture of general commercial uses.*

*SAF-15: Encourage the reuse of existing warehouse properties south of Alameda and west of High Street for high-quality retail uses that complement adjacent commercial uses and reinforce the area as a regional-serving retail destination.*

Specific uses that should be encouraged in this area include retail, office, general commercial, and light industrial, within an overall density of 0.5 FAR and with building heights up to 45 feet. Generous landscaped setbacks should be incorporated around all new development.

*SAF-16: Provide for new commercial activities adjacent to the 42nd Avenue interchange.*

At the 42nd Avenue interchange, there is the opportunity for the expansion and development of new commercial activities that are oriented to both regional and local markets. Commercial development and intensification of this area should be pursued.

#### **East of High Street/North of Tidewater**

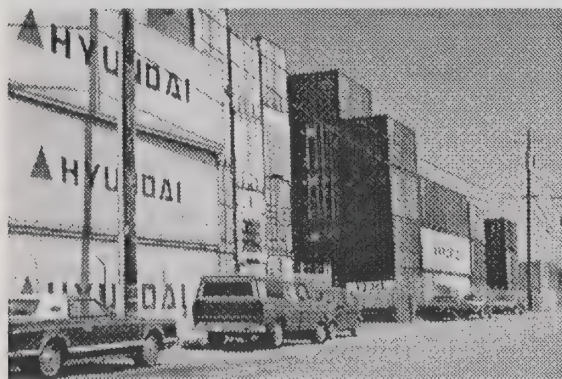
This portion of the San Antonio/Fruitvale District functions as a service support area, with linkages to the adjacent Coliseum area. It supports a number of different types of uses, including wholesale and retail businesses, container storage, and smaller industrial uses. In addition, Pacific Gas and Electric and the East Bay Municipal Utilities District (EBMUD) have service facilities within this area. EBMUD is planning to expand its operations toward the 66th Avenue interchange.

*SAF-17: Maintain existing viable industrial and service-oriented uses, and*



*encourage the intensification of underutilized and vacant properties.*

The types of activities that should be encouraged in this area are the same as those currently found in the area, including light industrial, research and development, light manufacturing, warehousing, whole-sale/retail, and public utility uses. However, there are opportunities for intensification of existing underutilized sites, now occupied by rail spurs or used for equipment and container storage. These sites should be targeted for the intensification of industrial and service-oriented uses, which would contribute to the overall viability of the



*Sites along Tidewater Avenue currently use for container storage should be intensified to industrial and service-oriented uses.*

area. Development should not exceed an FAR of 0.5 or a height of 45 feet.

*SAF-18: Provide for commercial uses that can benefit from proximity to freeway interchanges and serve both regional and local markets.*

New commercial uses should be encouraged at the 66th Avenue interchange of I-880, where there is the opportunity to capitalize upon the freeway as well as development in adjacent areas. These uses should be developed in a manner that is sensitive to the adjacent natural marshlands that form part of the Martin Luther King, Jr. Regional Shoreline. Broad landscaped setbacks of at least 50 feet should be incorporated adjoining the waterfront, and a staging area for at least 50 cars should be incorporated within the parking area to provide convenient access to the Bay Trail and regional shoreline. Development should keep to an overall density of 0.5 FAR, with building heights no greater than 35 feet.

### **East of High/South of Tidewater**

East of High Street, there are a number of construction-related industries that line the Estuary, including Gallagher & Burke, engineering offices and testing labs, as well as sand and gravel operations (Tidewater Sand and Gravel). The Tidewater Business Park consists of a number of mixed-use activities, including woodworking, whole-sale distribution of park furnishings, offices, and a charter junior high school located in portable buildings. Container storage is located on many sites, including one owned by the East Bay Regional Parks District.

Extensive wetlands within this area contribute to the Martin Luther King, Jr. Regional Shoreline, which is part of the East Bay Regional Parks system. A soccer field (Curt Flood Field) is also located along the shoreline (inland of the wetlands), adjacent to the EBMUD service facility. A portion of the EBMUD property is currently under lease to the East Bay Regional Parks District for its use as parkland (as part of the MLK regional shoreline).

*SAF-19: Provide for continued industrial use, but also encourage new research and development and light industrial uses compatible with the overall character of the surrounding area.*

This area is unique in that adjoins one of the larger assemblies of waterfront open space within the Estuary. In addition, the East Bay Regional Parks District plans to expand the MLK Regional Shoreline to create an even more significant open space, connected to Damon Slough and Arrowhead Marsh. These open space lands represent a valuable resource for the city—one that should be reinforced appropriately by adjacent development. Opportunities to enhance development should be realized over time by deemphasizing service, storage and heavy industry and focusing more on employment-intensive uses that are more complementary with the public nature of the waterfront.

In keeping with the character of the area and its surroundings, the maximum intensity of development should not exceed an FAR of 0.5, and building heights should not exceed 35 feet or three floors, which-

ever is less. As this area redevelops, a minimum of four acres of publicly accessible open space should be created with an emphasis on educational and interpretive experiences, including wildlife habitat in lowland or marshy areas and the development of active sports and recreational fields in the uplands.

*SAF-20: Establish a site-specific and coordinated planning process, to be undertaken prior to development.*

As industrial parcels change in use within the area and as new uses are developed, it will be important to provide specific direction for the future, taking into consideration the natural character of the nearby marshlands, the continuity of the Bay Trail which traverses the edge, the creation of a new waterfront parkway along the alignment of the existing rail spur, and the proximity to the airport and Coliseum Redevelopment Area. All of these considerations should frame the basis for more specific planning specific to the subarea, which should occur prior to new development.

## OPEN SPACE AND PUBLIC ACCESS

Compared to other parts of the Estuary shoreline, the San Antonio/Fruitvale District appears to have a relatively large supply of open space as a result of the Martin Luther King, Jr. Regional Shoreline, which occupies approximately 22 acres north of Damon Slough on the west side of the rail spur. Although there are distinct opportunities for improvement, the existing open space is not highly utilized, relates poorly to its surroundings, and is generally fragmented and discontinuous.

The open space policies for this district emphasize the creation of a cohesive and interrelated system that extends both north and south, creating a sequence of recreational experiences oriented to the community.

*SAF-21: Develop a continuous open space from Damon Slough to Ninth Avenue.*

Currently, there are a number of open spaces within this area, but they are fragmented and discontinuous. The Bay Trail, which is planned to ultimately connect around the entire bay shoreline,





*The eastern reach of the planning area is characterized by the protected waters of San Pablo Bay and the wetlands and open space of the Martin Luther King Regional Shoreline.*

enters the study area at 66th Avenue, but abruptly ends approximately 7,000 feet westward. At the western end of the San Antonio/Fruitvale District, within Embarcadero Cove, there is a series of small public access improvements that were built as part of development projects, but these are also very limited in extent.

A continuous open space system should be built within this reach of the Estuary, extending from Damon Slough to Ninth Avenue, linked to the Martin Luther King, Jr. Regional Shoreline and the system of open spaces proposed by this plan. This shoreline open space changes width throughout the district, but should be a minimum of 56 feet wide and, for most of its length, adjoin the Embarcadero Parkway.

***SAF-22: Develop a major new public park at Union Point.***

A park with at least 8.5 acres of land and 1,750 feet of water frontage should be developed between Dennison Street and the existing Con-Agra facility south of the Embarcadero at Union Point. The park is intended to serve the adjacent San Antonio



and Fruitvale neighborhoods, which are significantly deficient in parks, as well as provide an important citywide amenity along the Estuary.

The design of the park should provide for flexible use, including passive recreational activities as well as sports (e.g., soccer). A site of approximately two acres should be reserved for the Cal Crew boathouse on the eastern portion of the park. The boathouse should be sited in a manner that does not impede public pedestrian access along the shoreline.

A continuous pedestrian promenade at least 15 feet wide should be provided along the shoreline edge; a Class II bicycle path should be incorporated within the Embarcadero. A single public boat launch ramp should be provided at the easternmost edge of the park, near the Con-Agra property line. Parking for the park will be provided in conjunction with the existing marina, the Cal Crew boathouse, and the public launch ramp.

#### *SAF-23: Extend Martin Luther King, Jr. Regional Shoreline Park.*

East of High Street, the East Bay Regional Shoreline system should be extended from Damon Slough to High Street. Within this area, the existing public open space between the East Creek and Damon sloughs should be expanded westward to include existing industrial properties owned by the East Bay Regional Parks District. In addition, the easternmost eight acres of the East Bay Municipal Utilities District campus (now leased to the East Bay Regional Parks District) are also targeted for open space, which will provide visibility from I-880 and the 66th Avenue interchange to the Estuary.

In total, a park of approximately 35 acres of usable open space is envisioned. This park is intended as an important component of the regional shoreline park system as well as a potential open space resource for the adjacent Central East Oakland and Coliseum neighborhoods. It should be designed in consideration of the significant wetlands that will be preserved between the Damon and East Creek sloughs. In addition, the extension of Tidewater Avenue across the

East Creek Slough to the 66th Avenue interchange will significantly improve visibility and accessibility to the park.

#### *SAF-24: Extend the Bay Trail from Embarcadero Cove.*

The Bay Trail should be incorporated as part of the continuous open space system along the water's edge. While the developed portion of the Bay Trail currently is approximately eight feet wide and combines both pedestrian and bicycle movement, it is recommended that separate bicycle and pedestrian pathways be developed in other areas, with the pedestrian movement adjacent to the shoreline edge and the bicycle lane on the inland side of the open space. At each of the bridges, special provisions should be made to ensure continuity along the shoreline.

#### **Circulation**

There is little continuity of pedestrian, bicycle or vehicular access along this portion of the shoreline, and the haphazard pattern of roadways within the area contributes to an overall sense of disorientation.

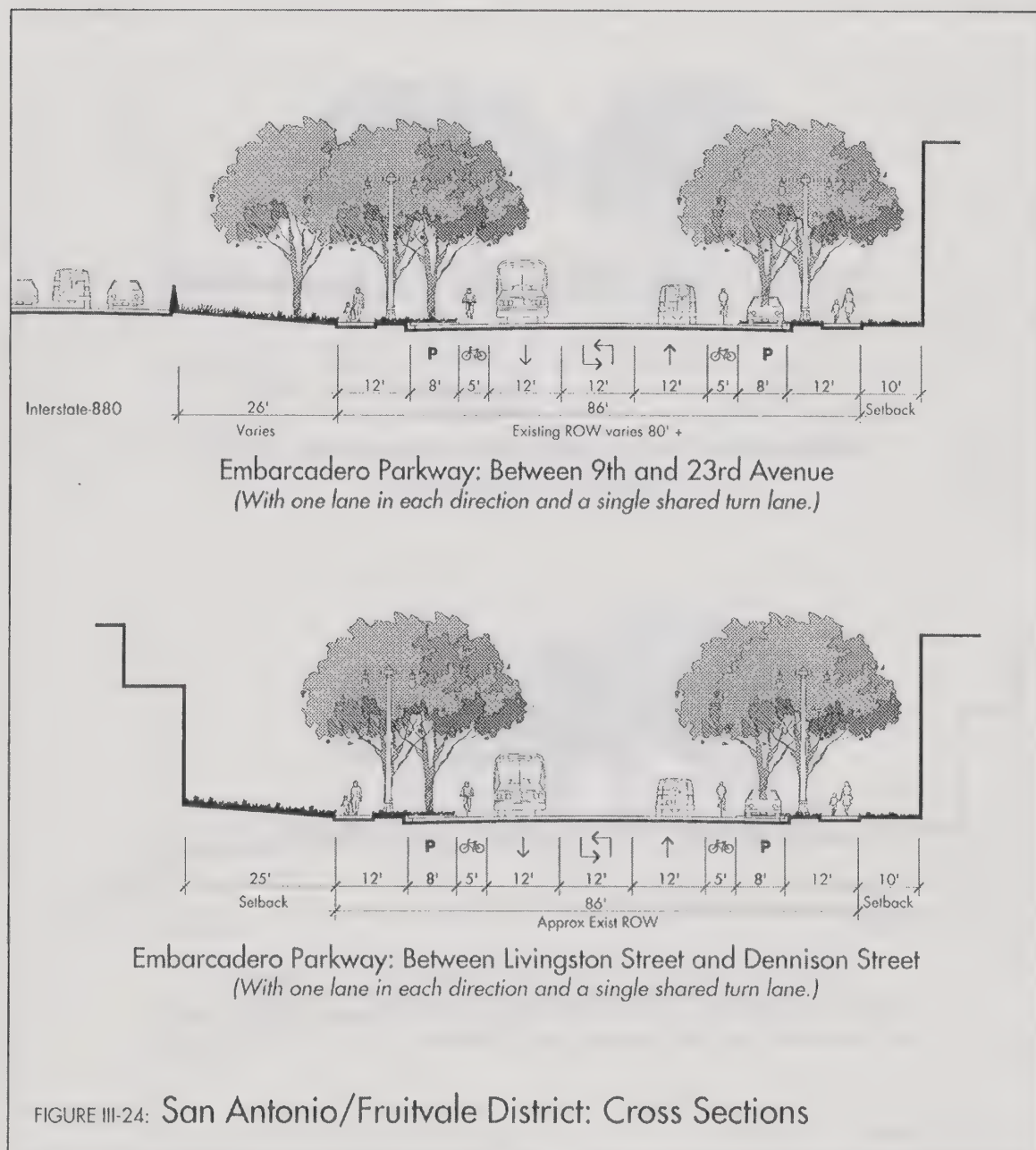


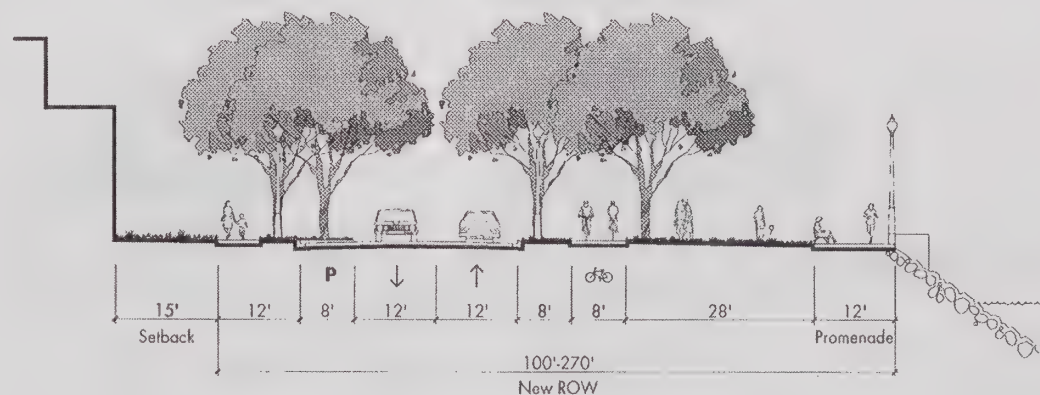
random intervals. Local access to the waterfront from inland neighborhoods is impeded by the barrier of the freeway and by regional-serving roadways carrying traffic between I-880 and Alameda.

The circulation policies are aimed at a basic restructuring of the modes of circulation within the district to provide improved access to and along the waterfront, and to reduce conflicts between different modes of travel.

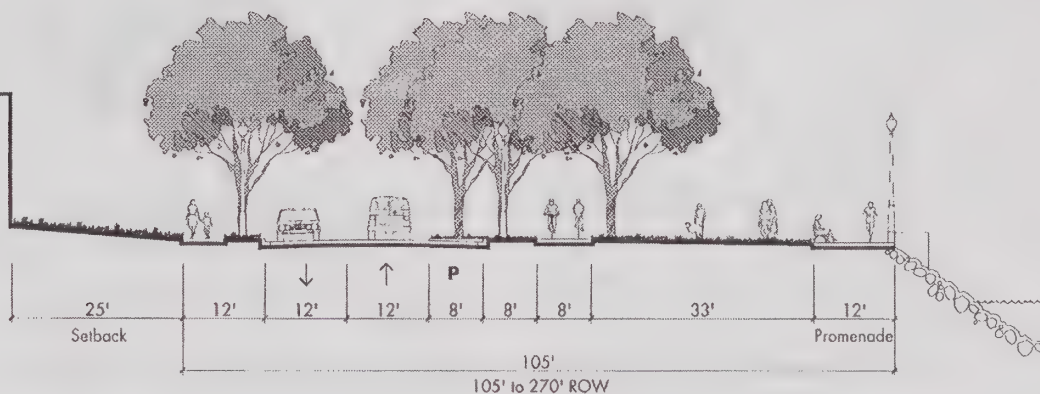
**SAF-25:** *Provide a continuous Embarcadero Parkway from Ninth Avenue to Damon Slough.*

For most of the length of the project area, between 9th and 66th avenues, there is little sense of the waterfront. Public access along the shoreline is limited to a few isolated points (e.g., Embarcadero Cove, Martin Luther King, Jr. Regional Shoreline). A key objective of the Estuary Plan is to enhance the continuity of linear movement along the shoreline in order to enhance public access and the sense of the waterfront as a citywide resource.





Embarcadero Parkway: Along Kennedy Tract Waterfront  
(With one lane in each direction.)



Embarcadero Parkway: Between Fruitvale Avenue and High Street  
(With one lane in each direction and a single shared turn lane at intersection only.)

A continuous parkway should be developed along the length of the shoreline through a combination of public open spaces and rights-of-way, access easements, and development setbacks. The parkway should be designed to tie together a diversity of experiences, including from west to east: the more active and urbanized character of Embarcadero Cove; the neighborhood open space of Union Point; the mixed-use and residential character of the Kennedy Tract; and the more expansive open space and wetlands east of High Street to Damon Slough. This vision for continuous public access along the shoreline will be implemented through the combined efforts of the public and private sectors over an extended period of time.

The Embarcadero Parkway should be developed as a recreational street, providing continuity along the shoreline and access to parks and open spaces as well as the waterfront promenade and Bay Trail. It should be designed as a slow-moving street, not a through-movement traffic carrier, and should be designed for two traffic lanes and one-sided parking (in bays). In addition, traffic management programs that prohibit



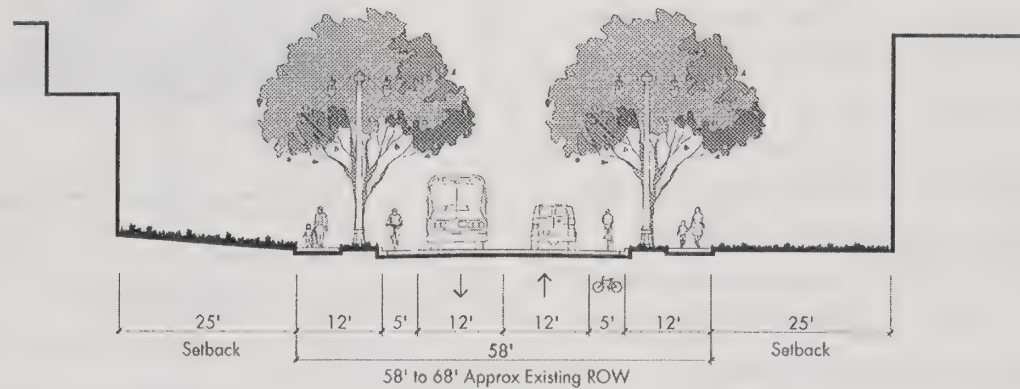
through movement of trucks between 23rd and Fruitvale avenues should be developed to protect the Kennedy Tract neighborhood and promote efforts for its revitalization.

**SAF-26:** *Provide a continuous bikeway from Ninth Avenue to Damon Slough.*

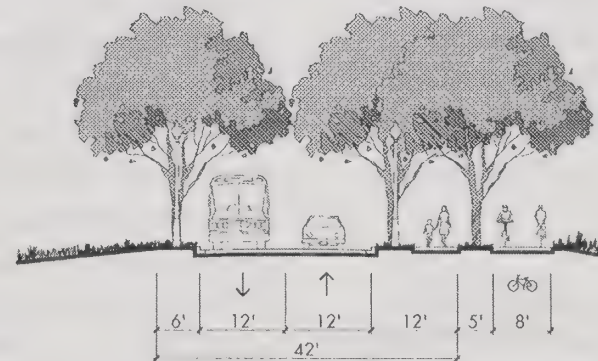
A continuous bikeway should be developed along the waterfront. Between Ninth Avenue and Union Point, the bikeway should be a Class I facility located along the south side of the improved Embarcadero Parkway. This facility should be extended along the shoreline adjacent to the Con-Agra industrial waterfront and follow the new Embarcadero Parkway, providing a separated bike path along the shoreline.

**SAF-27:** *Construct a new full-movement interchange at 23rd Avenue, with direct linkages to the Park Avenue Bridge.*

This segment of the I-880 freeway, between 66th Avenue and Oak Street, is substandard, with partial interchanges spaced at random intervals. Freeway on and off-ramps are difficult to find, and have no strong relationship with arterial roadways.



**Embarcadero Parkway: Between High Street and East Creek**  
(With one lane in each direction.)

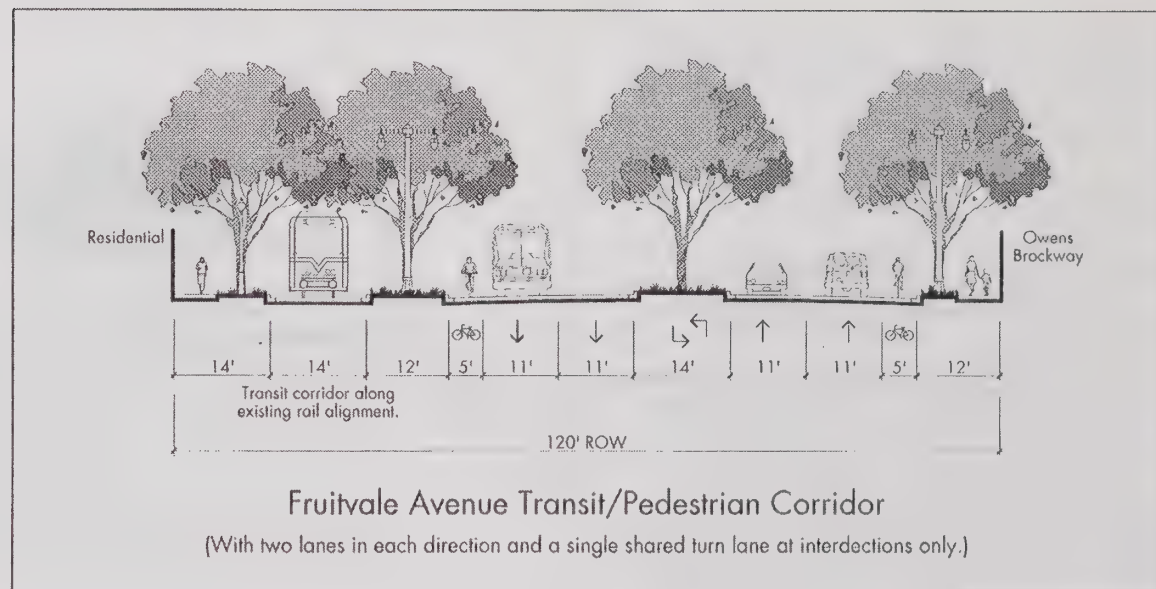


**Embarcadero Parkway: Along MLK Jr Regional Shoreline**  
(With one lane in each direction.)

As part of the seismic upgrades to the I-880 freeway being undertaken by Caltrans, the freeway ramps should be reconfigured in a manner that complements and reinforces the land use and open space objectives for the area and provides a more legible circulation system. More specifically, the 23rd Avenue Bridge should be reconstructed to create a full-movement interchange, which would include retention of the existing eastbound off-ramp to Kennedy Street, reconstruction of the westbound on and off-ramps at 23rd Avenue, and a new eastbound on-ramp at 23rd Avenue and the Embarcadero. Traffic circulating between Alameda's Park Street Bridge and I-880 would utilize 23rd Avenue and Kennedy Street, providing more direct access and reducing regional traffic on adjacent local streets, including 29th Avenue.

**SAF-28:** *Construct an urban diamond interchange at 42nd Avenue, with frontage road connections to Fruitvale.*

In order to provide efficient regional circulation to the freeway from Oakland and Alameda, an urban diamond inter-



change should be constructed at 42nd Avenue, connected by frontage roads parallel with the freeway corridor to Fruitvale Avenue. More specifically, eastbound off-ramps and westbound on-ramps are proposed at Fruitvale Avenue, and eastbound on-ramps and westbound off-ramps at 42nd Avenue. The existing ramps at Fruitvale Avenue and at High Street would be replaced with these improvements. High Street south of I-880 would be realigned to connect directly to the 42nd Avenue interchange, with the segment north of the freeway serving as a local roadway connection to the waterfront area.

**SAF-29:** *Enhance 29th Avenue as a local connecting street.*

With regional traffic between the Park Avenue Bridge and the I-880 freeway diverted to the Kennedy and 23rd Avenue corridors, 29th Avenue should be enhanced as a local connecting street between the San Antonio and Fruitvale neighborhoods, including Jingletown and the Kennedy Tract neighborhood. The street should be improved to provide enhanced bicycle and pedestrian access across the freeway.



*SAF-30: Improve the Fruitvale Avenue corridor as a pedestrian and transit linkage between the waterfront and the BART transit village.*

As industries that require rail spur access relocate or convert entirely to trucking, the existing rail corridor along Fruitvale Avenue can be converted to provide stronger pedestrian, transit or bicycle linkages between the planned BART transit village at the Fruitvale station and the waterfront. In addition, the existing rail bridge parallel with the Fruitvale Avenue Bridge to Alameda can be reused for transit or pedestrian connections. The Fruitvale Avenue corridor should be improved to allow for enhanced pedestrian circulation along both sides of the street and for the provision of future rail transit linkages that could connect Alameda and the Estuary with BART service. Class II bicycle routes should be provided along this corridor as important north-south linkages to the waterfront and BART.

*SAF-31: Enhance High Street as a local connecting street.*

With regional traffic diverted to 42nd Avenue north of I-880, High Street should be enhanced as a local connecting street with improved pedestrian and bicycle facilities. As part of redevelopment of the area south of I-880, pedestrian and bicycle facilities should also be extended along High Street to the shoreline trail and bridge to Alameda.







# Implementation



*The multi-layered jurisdictional structure within the Estuary Planning area has proven to be one of the most significant constraints to development.*



## Institutional Framework

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The multi-layered jurisdictional structure within the Estuary planning area has proven to be one of the most significant constraints to the orderly redevelopment and revitalization of the waterfront. By virtue of their own mandates and statutes, the Port and the City of Oakland have developed different points of view and responsibilities regarding the waterfront lands.

The Port's commercial real estate interests have understandably focused upon the development and revenue-generating potential of the properties that it owns and the properties within its jurisdictional boundaries, an area which is limited to a relatively narrow band along the shoreline. After many years of struggle, the Port is achieving considerable success in Jack London Square, having attracted several major

anchor uses. Heretofore, it has been necessary for the Port to take a tenant-oriented transactional approach to the development of these key waterfront lands. Now that the waterfront itself is emerging as a destination, it is necessary for the Port to take a broader view that looks beyond the boundaries of its jurisdiction to create a viable district that encourages repeat visitation.

The City views the waterfront as a citywide resource that can enhance the quality of life for residents and help to build value and economic development opportunities in the upland areas. While the City's Redevelopment Agency has overlapping jurisdiction in portions of the Jack London District (i.e., the Central District Urban Renewal Area between the Embarcadero and I-880) and in the San Antonio/Fruitvale District

(i.e., the Coliseum Redevelopment Area south of I-880), redevelopment has been largely ineffective in facilitating revitalization of the area. The redevelopment project area boundaries do not include Port-owned property that is generating significant possessory interest tax. The Redevelopment Agency is challenged in multiple locations, and has not been able to give the waterfront the level of attention and investment that it needs.

A major motivation for preparation of the Estuary Plan has been to "erase" the divisive jurisdictional boundaries that have led to incremental planning decisions and conflicting points of view along the waterfront. The vision set forth by the plan cannot be achieved by the individual jurisdictions alone, but will require a coordinated insti-

tutional structure that brings together the entrepreneurial skills of the Port with the City's broader vision and redevelopment powers. To this end, the Estuary Plan makes the following recommendations:

*IMP-1: Explore the creation of a nonprofit corporation in close association with the Port Commission and Redevelopment Agency, with the primary responsibility for waterfront development and revitalization.*

A nonprofit development corporation could be a highly effective way of implementing the goals and objectives of the Estuary Plan by establishing an entity with a specific and focused mandate. This approach has been undertaken successfully in similar situations, most notably in San Diego with the Center City Development Corporation (CCDC). CCDC is a special nonprofit development corporation under the umbrella of the City's Redevelopment Agency with the primary responsibility of revitalizing the downtown core. Over the past 20 years, since its inception, CCDC has had extraordinary success in transforming an underutilized and crime-plagued warehous-

ing precinct surrounding downtown into a vital mixed-use district of the city.

Like CCDC, a waterfront nonprofit development corporation could be governed by a board of directors appointed by, and including representatives of, the Port Commission and City Redevelopment Agency (i.e., the City Council), and administered by a professional commercial real estate and asset management staff. For the first 5 to 10 years, the development corporation could focus much of its attention on the Jack London District. As this area builds out and as opportunities arise in the Oak to Ninth and San Antonio/Fruitvale districts, the development and management responsibilities could be expanded eastward. Under this framework, the nonprofit corporation could be given the following responsibilities:

- To prepare a detailed development plan for the Jack London District (and subsequently the other districts) on the basis of the recommendations of the Estuary Plan, and to update this plan on a yearly basis. (The plan and its annual updates would require approval of both the Port

Commission and the City Council, and would be reviewed by the Planning Commission for General Plan conformance.)

- To solicit development proposals and assist in the facilitation and implementation of specific "catalyst" projects that fulfill the objectives and recommendations of the Estuary Plan, and the detailed development plan(s).
- To undertake critical public improvement projects (e.g., parking, streetscape, open space and shoreline enhancements) that build value in the area, and that promote public access and enjoyment of the waterfront district.
- To manage and coordinate tenant recruitment, marketing, maintenance, security, special events programming, and parking throughout the central Jack London District, including the Off-price Retail District, the Lower Broadway entertainment district, the Phase One and Phase Two portions of the Jack London Waterfront, and the Produce District.



Within this structure, the Port Commission would retain its jurisdictional oversight on all Tidelands Trust issues. Any major land acquisition or disposition that could potentially affect the Port's maritime or aviation revenue stream would be approved by the Port Commission. Lease revenues from the Port's properties within the district would be channeled to the nonprofit development corporation; the corporation could not encumber other Port revenues or assets in carrying out its mandate without specific authorization by the Port Commission.

*IMP-2: Extend redevelopment project areas to include the entire Estuary planning area, either within the boundaries of existing areas or within a new project area.*

The City's redevelopment powers will be essential in implementing the objectives, policies, and recommendations of the Estuary Plan. By extending the project boundaries for redevelopment to the Port's waterfront lands, considerable possessory interest tax will be added to the tax increment flows. These funds will be important in facilitating redevelopment, including land assembly and acquisition,

site preparation, public improvement construction, and ongoing management and operation costs.

The existing Central District Urban Renewal Area is approaching the end of its life. Consideration should be given to the creation of a new Waterfront Redevelopment District that includes the Jack London District and the Port's waterfront properties, as well as the Oak through Ninth District and the portions of the San Antonio/Fruitvale waterfront (e.g., Embarcadero Cove, Con-Agra, and Brooklyn Basin) that are not currently within the Coliseum Redevelopment Area. These areas are clearly blighted and will not be redeveloped by conventional market forces; as such, they meet critical redevelopment criteria for project designation. The City and Port should conduct a survey to confirm this, and to establish the new district.

After mandatory pass-throughs to other taxing entities and for affordable housing, tax increment generated within the waterfront district should be targeted specifically for the redevelopment efforts of the nonprofit development corporation. In

combination with lease revenues from Port-owned properties and any additional assessments (e.g., for parking, area management, landscaping, and lighting), these funds will provide the necessary financial support for implementation of the Plan's recommendations.

The City Council, acting as the Redevelopment Agency Commission, would review and approve the use of all tax increment funds by the nonprofit development corporation, annually or for specific projects as they arise. The City Council would also retain jurisdictional oversight on City-owned properties within the area.

*IMP-3: Consider expanding the role of the Planning Commission to include environmental clearance, review, and conformance of development with the General Plan, including the Estuary Plan.*

The Estuary Plan will be adopted by the City of Oakland as an element of the General Plan. As such, consideration should be given to expanding the role of the Planning Commission to assume responsibility for assuring that future development within the

planning area conforms to the provisions of the plan. The Planning Commission will also be the agency responsible for adopting any necessary amendments to the plan. In order to ensure that environmental review is undertaken in an objective manner, independent of development decisions, consideration should be given to the Planning Commission serving as the lead agency in the environmental review and clearance of non-maritime projects within the planning area.

Given current charter provisions related to exclusive Port jurisdiction for land use within its boundaries, implementation of these concepts will require careful analysis

and consideration of whether implementation is possible within present interpretations of the language and intent of City Charter and State law provisions regarding the respective powers, duties and obligations of the Board of Port Commissioners and City Planning Commission, or whether this would necessitate an amendment to the City Charter.

These concepts for further study would represent a fundamental change in the respective roles and responsibilities of the Board of Port Commissioners and the City Planning Commission. This is a complicated issue that has significant legal,

institutional and policy implications with serious long-term ramifications for the planning and development process in Oakland, the thorough analysis of which is beyond the scope of this plan. Accordingly, it is recommended that a more thorough evaluation be undertaken prior to enacting these provisions. The implications of implementing these provisions should be considered and carefully balanced with the advantages and disadvantages of this approach in promoting and facilitating needed development while assuring areawide planning, objectivity in the development process, regulatory consistency, and other public objectives.







*The revitalization of lower Broadway will help to create a stronger linkage between the downtown and its waterfront.*



## Priority Actions and Catalyst Projects

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The Estuary Plan provides a comprehensive vision for the enhancement of Oakland's waterfront, recognizing that full implementation will take many years to achieve. The plan identifies a wide range of public open space, public access and transportation improvements that will provide a catalyst for long-term private investment along the 5.5-mile-long waterfront. Full implementation of these improvements will involve considerable financial resources—in excess of \$300 million—obtained from a broad array of sources; a funding strategy for the full program of improvements is presented in the following chapter of this Implementation element. This chapter focuses upon early-term actions that can most effectively

use existing or potential financial resources over the next five to ten years.

The phasing of early public improvements and public financial intervention needs to be carefully planned to take advantage of available funding resources, and to encourage development in areas where the greatest public objectives can be achieved in the most cost-effective manner. The highest public priority should be given to projects and improvements that can serve as catalysts for private investment, and that can build on existing trends and opportunities to achieve key objectives of the plan. To this end, four such projects are identified:

- The revitalization of Lower Broadway between the Embarcadero and Fourth Street;
- The implementation of a comprehensive parking program for the central Jack London District;
- The expansion of Estuary Park to the Embarcadero; and
- The implementation of Union Point Park.

In addition to these four priority projects, the plan also calls for continued coordination between the City, the Port and Caltrans to direct and/or influence key transportation improvements along the I-880 corridor in a manner that achieves broader plan objectives.

**IMP-4: Undertake catalyst projects aimed at revitalizing Lower Broadway.**

A major focus of the Estuary Plan is to provide for the revitalization of Lower Broadway as an integral extension of the Jack London waterfront and as a distinctive part of the larger retail, dining and entertainment destination in the Jack London District. Currently, many of the uses and activities along Broadway are marginal, and do not contribute to the destination appeal of the area. As a result, market potentials are weak, and the area is generally not attractive to new uses. Three key catalyst projects are recommended to accelerate revitalization and attract private investment:

- The development of a major entertainment complex (e.g., cinema, nightclub, themed entertainment attraction, etc.), to provide a strong activity generator at the center of Lower Broadway.
- Streetscape improvements along Lower Broadway (e.g., landscaping, paving, lighting, and a gateway feature beneath the freeway), to enhance the attractiveness and desirability of the area, and to

help establish its image as part of the waterfront entertainment district.

- A parking garage with ground-level retail and restaurant uses along Broadway, to serve the area and to provide incentives for the redevelopment of adjacent underutilized or vacant sites.

The cost of these projects is estimated at \$8.6 to \$9.6 million net of sale or lease proceeds of land for the entertainment complex and projected parking revenues (see Tables IV-1 and IV-2). Public sector involvement is required for their development as a means of accelerating the revitalization of Lower Broadway.

It is recommended that these catalyst projects be implemented early in the process, within the next five years. Efforts can begin immediately to:

- refine project plans;
- secure/commit funding;
- seek key tenants for the entertainment complex; and
- undertake land acquisition as required.

TABLE IV-1

**Central Jack London District:  
Catalyst Projects and Estimated  
Capital Costs for Development**

Project	Estimated Cost <sup>1</sup>
Lower Broadway Entertainment Complex	
• Land Cost and Contingency	\$2,400 - 3,400 <sup>2</sup>
• Net Cost After Land Sale or Lease for Development	\$900 - 1,900 <sup>3</sup>
Broadway Streetscape Improvements, Embarcadero to I-880	\$2,693 <sup>4</sup>

*Note: Costs are in thousands of 1997 dollars.*

1. Costs are order-of-magnitude estimates done for planning purposes.
2. Estimated cost is for assembling the land for project development, including costs for land acquisition and an allowance for relocation, demolition, and related costs.
3. Net cost depends on land costs and the specific new uses for the entertainment complex.
4. Estimated cost is for streetscape improvements and other costs including overhead and profit, design contingency, and architecture and engineering fees.

Sources: Hausrath Economics Group, ROMA Design Group, and Don Todd Associates, Inc.



TABLE IV-2

### Central Jack London Area Parking Garage Improvements and Estimated Capital Costs for Development

Project	Total Capital Cost <sup>1</sup>	Estimated Cost Beyond That Covered by Parking Revenue
<b>Priority One Projects (0-5 years)</b>		
Addition to Washington Street Garage (380 spaces)	\$4,180	\$744
Broadway Corridor Garage (700 spaces)	10,279	5,035
<i>Subtotal</i>	<i>\$14,459</i>	<i>\$5,779</i>
<b>Priority Two Projects (2-10 years)</b>		
Basement or Encapsulated Garage in Phase Two Jack London Square (300 valet parking spaces)	6,000	1,940
Webster Street Garage (1,100 spaces)	18,113	11,526
<i>Subtotal</i>	<i>\$24,113</i>	<i>\$13,466</i>
<b>Priority Three Projects (5-15 years)</b>		
Clay/Jefferson Street Garage (900 spaces)	15,033	9,567
Parking Under 880 Freeway (700 spaces) <sup>2</sup>	770	
<i>Subtotal</i>	<i>\$15,803</i>	<i>\$9,567</i>
<b>Total Costs</b>	<b>\$54,375</b>	<b>\$28,812</b>

Note: Costs are in thousands of 1997 dollars.

1. Costs are order-of-magnitude estimates done for planning purposes. As applicable, the cost estimates include construction costs for the parking structures including contractors overhead and profit, fees for architecture and engineering, and costs for land acquisition.
2. Parking under the freeway could be developed early-on or in later phases, as needed. It is assumed that the costs for such parking would be covered by parking revenues.

Sources: ROMA Design Group; Don Todd Associates; Hausrath Economics Group.

The City's redevelopment participation and funding needs to be programmed within the context of other redevelopment projects and priorities for the larger downtown area. The following outlines an action strategy for funding and assembling the land needed for these catalyst projects:

#### *4.1: Utilize public agency powers for site acquisition/land assembly.*

Public agency powers should be utilized for the acquisition and assembly of selected frontage properties along Broadway for development of the entertainment complex and mixed-use public parking structure. Acquisition could be done by the City through its redevelopment powers (as Lower Broadway is within the Central District Redevelopment Project Area), or by the City in the case of land for the public parking structure. Participation of private owners in the development of catalyst projects is encouraged, to the extent that such participation is feasible.

*4.2: Utilize tax increment financing for the entertainment complex.*

Land acquired for the entertainment complex should be sold or leased to a private developer, which would develop the project (as was done for the Jack London Cinema). The sale or lease of the land is expected to cover a large share of the land acquisition costs, and may possibly cover the total costs. Depending on the specific new uses and the costs associated with land acquisition, it is possible that there could be a gap of \$0.9 to \$1.9 million (Table IV-1). Redevelopment tax increment should be utilized, in anticipation of future tax increment revenues from this project and future development on nearby properties.

*4.3: Utilize public funding for Broadway streetscape improvements.*

Streetscape improvements along Broadway will support the expansion of retail/dining/entertainment uses on Broadway. The improvements, estimated at approximately \$2.7 million, should be implemented along with the Lower Broadway entertainment complex and the proposed parking facility.

The potential sources of funding include redevelopment tax increment funds and transportation-related funds. In addition, assessments on nearby properties should also be considered as a means of funding the streetscape improvements. Depending on the availability of funding, a portion of the street could be improved initially, followed by the remaining blocks in a later phase.

*4.4: Utilize parking program funding for the mixed-use parking structure.*

The proposed parking structure should be developed and operated as part of the overall parking program proposed for the central Jack London area (see IMP-5). The Broadway parking garage is estimated to cost \$10.3 million, approximately \$5.3 million of which could be funded by parking revenues, leaving \$5.0 million to be funded by other sources. The retail and restaurant uses proposed for the ground level of the garage are expected to cover the costs for development of their spaces.

*4.5: Undertake a coordinated approach to managing and maintaining the central Jack London area.*

Expanding the Jack London waterfront as a viable entertainment destination that encompasses the Lower Broadway entertainment district and the Phase One portion of Jack London Square requires that the area be managed and maintained as a unit. Maintenance, security, marketing, tenant recruitment, and special events programming functions should encompass the entire area. Port staff and Portside Associates currently manage these functions for the Jack London waterfront area. Similar activities and operations should extend throughout the larger area as entertainment uses and activities expand on Lower Broadway.

Currently, funding for common area management functions at Jack London Square is provided by charges paid by tenants and by Port revenues. As expansion occurs, funding should be added from tenants and merchants on Lower Broadway and the property owners. Assessments or charges could be collected from uses and tenants in the area. Alternatively, a special surcharge could be added to the business license tax to collect such funds, although this is a less desirable option from an



administrative standpoint. Other funding is also likely to be needed, most likely from assessments on property owners in the area, depending on the allocation of such funds for the parking program and/or streetscape improvements. Charges and fees should be set at low levels initially, and then increased over time as the value of uses and properties in the area increases. The level of services should also be extended and expanded as justified by the uses and activities in the area and available funding.

Early on, efforts should be made to communicate with private property owners in the central area and educate them on the recommendations for revitalizing the area and providing parking. Time needs to be made available to allow for adequate input and communication. The extent of funding to be contributed by property owners must be reasonable and feasible from their perspective, and their input is needed in finalizing the funding package. To gain their participation, owners must believe that the improvements and/or services to be provided are beneficial, and that property values will increase as a result.

*IMP-5: Provide for the expansion of parking facilities in the central Jack London area (i.e., generally between Jefferson and Webster/Alice streets) as part of a coordinated parking program aimed at serving the full range of adjacent activities.*

Development of a coordinated parking program for the central blocks of the Jack London District is also recommended to provide for expansion and revitalization of the area. As envisioned in the plan, the Lower Broadway and Waterfront districts and the central area parking program overlap Port and City jurisdictions, and include both public and private property. As a result, a coordinated approach is needed for development and ongoing management that includes the Port, the City, and the private sector.

A coordinated parking program for the central blocks of the Jack London District will be able to provide convenient parking that can be used by multiple activities throughout the day and night and during the week and weekends. Such a program will ensure optimal use of parking facilities and reduce the need for additional parking,

which is costly to develop. The provision of parking in structures developed at strategic locations within the district will allow for the expansion of activities in an intensive urban pattern. It will also provide for infill development and redevelopment where parking cannot be provided efficiently onsite and for the reuse of existing buildings for more intensive uses. With a coordinated parking program operated on an areawide basis, revenues from several sources can be pooled to pay for additional parking, pricing strategies can be used efficiently, and economies of scale can be realized in facility operations and management. The following actions are recommended to implement the central Jack London parking strategy:

*5.1: Undertake parking garage expansion incrementally, as justified by supply and demand.*

The Estuary Plan's parking strategy for the central Jack London area (see Chapter III, Jack London District) identifies an incremental program of parking garage expansion to meet demand within the area. Overall, the improvements include 4,080 offsite

parking spaces to support the buildout program of the central district, at a total cost of approximately \$54 million (Table IV-2). Five additional public parking structures are identified, plus the provision of public parking under the I-880 freeway. The high cost of structured parking requires that parking garage expansion be undertaken incrementally, as justified by parking supply and demand.

From a public financing perspective, priority one projects are those that provide additional parking for Lower Broadway and the Jack London waterfront's Phase One area; these projects include the expansion of the Washington Street garage and the construction of a new mixed-use parking building along the Broadway frontage. Priority two projects will provide parking on the east side of Broadway (e.g., at Webster Street and the Embarcadero) to accommodate growing parking demand in the Produce District and in the Phase Two area of Jack London Square. Priority three parking projects include the provision of new facilities on the west side of Broadway, in the Off-Price Retail District (e.g., on the Cost Plus site). If other opportunities for parking

TABLE IV-3 Potential Funding Sources for Central Jack London District Parking Program and Catalyst Projects	
Improvement/Management	Potential Funding Sources
<b>Central Area Parking Program:</b> • Parking Garage Operation & Maintenance • Parking Garage Improvements	• Parking Garage Revenues • Parking Garage Revenues • Annual Assessments on Property Owners <sup>1</sup> • Parking Meter Revenues • Redevelopment Tax Increment Funds
<b>Broadway Streetscape Improvements</b>	• Redevelopment Tax Increment Funds • Transportation-related Funds • Annual Assessments on Property Owners <sup>1</sup>
<b>Lower Broadway Entertainment Complex</b>	• Land Sale or Ground Lease Revenues • Redevelopment Tax Increment Funds
<b>Central District Management/Maintenance</b>	• Assessments or Charges on Uses/Tenants <sup>1</sup> or Business License Tax Surcharge • Annual Assessments on Property <sup>1</sup>
<i>1. Annual assessments may be in the form of a Community Facilities District special tax or an Assessment District benefit assessment.</i>	
<i>Source: Hausrath Economics Group.</i>	

arise, these priorities may need to be re-evaluated. Parking under the freeway should be developed as early in the process as possible, to reduce the need for new parking structures to accommodate employee parking and to provide overflow parking for special events.

*5.2: Utilize parking garage revenues and other funding sources to fund new parking garages.*

The development of new parking garages will require funding from a number of revenue sources. Parking revenues from the garages themselves will provide a major source of funding. Other funding sources will also be required to cover total capital



TABLE IV-4

## Description of Potential Funding Sources for Central Jack London Area Parking Program and Catalyst Projects

### Parking Garage Revenues

- Public parking garage revenues in the Central Jack London area currently cover annual operating and maintenance costs of the garages and all or a portion of the amortization of capital costs for garage development. The portion of capital costs covered by parking revenues varies by garage as a function of occupancy/usage and parking rates. Revenues from valet parking and high-usage garages cover all or most of the capital costs. Parking revenues cover only a portion of the capital costs for garages with lower usage, a large share of validated parking, and/or employee parking at below-market rates.
- It is expected that parking revenues will cover a substantial share of the capital costs for the development of new garages. Conservatively, it is estimated that, overall, parking revenues could cover at least one-half of total capital costs for development of all of the garages identified for the Central Jack London area parking program. Increases in parking rates and in garage usage over time would increase the ability of parking revenues to cover capital costs and reduce the funding required from other sources. In the longer term, parking revenues from existing garages at Jack London Waterfront could help pay for new garages once the debt on existing garages is repaid, reducing the need for other funding in the longer term.

### Parking Meter Revenues

- Parking meters on streets within the central Jack London District generate revenue that could be allocated to pay a portion of the capital costs for off-street parking garages in the Central area. The magnitude of such revenues would be significant.
- A portion of the 600 on-street parking spaces estimated for the Central area in the future are currently metered and generate revenues to the City's General Fund. A portion of the spaces do not now exist or are not currently metered and would generate additional revenues once developed and meters are installed.

### Redevelopment Tax Increment

- Jack London District properties located north of the Embarcadero are in the Central District Redevelopment Project Area. These properties are currently generating tax increment revenues. Tax increment funds have contributed to development projects in the Jack London District, including Yoshi's nightclub and a small contribution to site preparation for the Jack London Cinema.
- Tax increment revenues from the Jack London District are projected to increase in the future as the development program in the *Estuary Plan* is implemented. Use of tax increment funding for the catalyst project on Lower Broadway and/or the parking program would contribute to accelerating the revitalization and development of the Central Jack London area and the growth of future tax increment revenues.

- The availability and use of tax increment funds from the current redevelopment area are subject to needs for maintaining required coverages on existing debt and to *Redevelopment Plan* dates and criteria governing the collection and use of funds. Funds must be used within the redevelopment area, and, currently, the ability to issue debt and collect tax increment extends to 2009.
- Jack London District properties located between the Embarcadero and the Estuary are not currently within a redevelopment area. Formation of a new redevelopment area or amending the current area boundaries to include these properties would provide significant additional tax increment revenues in the future.

### Assessments on Property in the District

- Funds raised annually through assessments on property in the Central area can be used to fund capital projects or ongoing management/maintenance expenses.
- Assessments require willing property owners who believe that the funds will improve the value of their properties and provide improvements or services that could not otherwise be provided.
- Ability to assess properties in the area is affected by market factors and is related to land values. Land uses in parts of the Central area are high enough to fund a substantial share of parking garage capital costs not covered by parking garage revenues. Land values in other parts of the area are not high enough to contribute significant funding, and assessments for parking could be a burden.

### Assessments/Charges on Uses/Tenants

- Tenants often pay fees or charges for the maintenance of common areas or the overall management of a retail district or shopping center area. A surcharge on the business license tax also can be used to collect funds for the management/maintenance of commercial districts, as is done in some communities.
- Such charges require willing merchants who can see the benefits of the services provided.

### Transportation-related Funds

- Possibilities exist to fund portions of the Broadway streetscape improvements with transportation-related funding. Improvements to the Broadway Corridor will improve and facilitate access for cars, buses, pedestrians, and bicycles. The improvements include upgrading the area at and beneath the I-880 freeway. The streetscape improvements also will be done in coordination with improved downtown trolley service linking the Jack London District to downtown and to regional transit access via BART. Examples of transportation-related funding sources include local gas tax funds, Measure B funds, ISTEA/NEXTEA-transportation enhancement funds, and Caltrans Environmental Enhancement and Mitigation Program.

Source: Hausraht Economics Group

costs. Other potential sources include property owner contributions from land value/return, parking meter revenues, and redevelopment tax increment funds. The potential revenue sources are identified in Table IV-3 and described in Table IV-4. Key aspects are highlighted below:

- Parking garage revenues will cover a substantial share of the capital costs for the development of new garages. Conservatively, it is estimated that overall parking revenues from the new garages could cover at least one-half of the total capital costs for development of all the parking improvements identified for the central Jack London District (see Table IV-2). This estimate assumes parking rates and practices similar to those that currently exist at the Jack London waterfront. Parking revenues should cover all or most of the amortization of capital costs for valet parking and high-usage garages. Parking revenues will only cover a portion of the capital costs for garages with lower usage, a significant amount of validated parking and/or employee parking, particularly employee parking at below-market rates. Increases

in parking rates and garage usage over time would increase the amount of parking garage revenues available to repay capital costs and reduce the funding required from other sources. Parking revenues from existing garages at the Jack London waterfront could be allocated to pay for the new garages once the debt on the existing garages is repaid, significantly reducing the need for other funding sources in the longer term.

- Property owners in the central district could contribute to funding new parking out of land value/return. Funding could be contributed in proportion to the parking demand generated. The form of payments would depend on the type(s) of financing used for the garage improvements. Differences in land value among properties in the central area affect the ability of owners to fund parking improvements. Land values in parts of the central area are high enough to fund the share of parking garage capital costs not covered by parking garage revenues. Land values in other parts of the area are not high enough, and assessments for parking would be a burden until land

values increase. Thus, other sources of revenue are still required to fund all of the identified parking improvements.

- Parking meter revenues from the central Jack London District could provide significant funding for new parking garages. Revenues from the on-street parking spaces in the central area that are currently metered could be reallocated from the City's General Fund to pay for new parking development in this area. Other on-street spaces currently without meters and additional future on-street spaces could be metered in the future to generate additional revenues for use in funding new parking garages.
- Redevelopment tax increment funds could contribute to the development of new parking. However, development of the catalyst project and street improvements on Lower Broadway is a higher priority for tax increment funds in the near future. Portions of the central Jack London District located north of the Embarcadero are in the Central District Redevelopment Project Area. Central area properties located between the



Embarcadero and the Estuary are not currently within a redevelopment area. Formation of a new redevelopment area or amending the boundaries of the current area to include these properties (see IMP-2) would provide additional tax increment revenues in the future.

*IMP-6: Explore the creation of a Community Facilities District for financing new parking garages, Lower Broadway streetscape improvements, and central Jack London area management.*

A Community Facilities District (CFD) offers flexibility for financing the parking program, catalyst projects, and ongoing central area management on a comprehensive areawide basis. A CFD can be a good vehicle for pooling revenues from a number of sources (e.g., parking garage revenues, tax increment revenues, parking meter revenues, property owner assessments and/or tenant assessments) and for raising funds for both capital projects and most ongoing operations and management. Special taxes would be collected to provide revenues to the CFD. A range of revenue sources can be committed to pay the special taxes through

TABLE IV-5

## Financing Structures for Implementation of Central Jack London District Parking Program and Catalyst Projects

### Community Facilities District

- A Community Facilities District (CFD) would provide the most flexible vehicle for implementing the parking program, catalyst projects, and most management/maintenance functions on a comprehensive areawide basis. Property within the CFD would provide the security for bonds that are issued. Funding could be raised for capital projects and most ongoing operations and management through special taxes collected to provide the revenues to the CFD. A range of revenue sources can be committed to pay the special taxes. Contractual agreements set up to commit a mix of revenues can be changed over time as needed.
- Creation of a CFD requires approval of two-thirds of the property owners in the district, weighted by the amount of property (acreage).
- Creation of a CFD requires education of affected property owners and property lenders. Although properties would provide the security for bonds, property owners may only be responsible for a small portion of the special taxes/revenues to repay the debt. The strategy will be attractive if owners and lenders are convinced that the revenues will be there to pay the special taxes, and that the improvements and services to be provided will enhance property values and could not otherwise be provided.

### Other Possible Financing Vehicles

- Other vehicles for financing capital improvements include assessment district bonds, revenue bonds, or tax increment bonds. These vehicles are ways of raising capital to be repaid by a single revenue source. They do not provide the flexibility of combining funds from several revenue sources. Use of funds and the collection of revenues would be limited to the specific provisions of each type of financing.
- Formation of an *assessment district* requires approval by majority vote of property owners in the district, weighted by the amount of assessment. Debt is issued with the property in the district as security. Assessments are collected from properties benefiting from the improvements proportional to the benefits received. Assessment districts can be used for management/maintenance services as well as capital improvements.
- *Tax increment bonds* are issued based on tax increment revenues from the Redevelopment Project Area, to be used for the purposes identified in the Redevelopment Area Plan.
- *Revenue bonds* can be issued to raise capital for purposes related to the generation of the revenues. Revenue bonds have been issued by the Port of Oakland, backed by the Port's property revenues. Bonds issued based on parking revenues are not as desirable as those secured by property values or public agency revenues and, thus, are more costly and require greater coverage.

Source: Hausrath Economics Group

contractual agreements, which can be changed over time as needed. The CFD would provide a means of raising capital through the issuance of bonds. Properties in the CFD would provide the security that is advantageous for selling bonds, while property owners would be responsible for only a portion of the special taxes, the majority of which could be paid by the other revenue sources identified above. Besides a CFD, other financing vehicles are available for raising capital to be repaid by a single revenue source, including assessment district bonds, revenue bonds, and tax increment bonds. With these vehicles, the use of funds and the collection of revenues would be limited to the specific provisions of each type of financing. The CFD and these other options are described in Table IV-5.

*IMP-7: Provide for the expansion of Estuary Park in a manner that improves its public visibility and usability, and that sets the stage for larger open space and public improvements in the Oak through Ninth Avenue District.*

The Estuary Plan envisions a system of major civic open spaces in the Oak through

Ninth District tied together by continuous public access along the shoreline, with trail and open space connections to Lake Merritt and Lakeside Park along Lake Merritt Channel. This system of open spaces, exceeding 40 acres, will provide Oakland with a significant necklace of water-oriented parks and promenades that can reorient the city to the Estuary and provide an attractive place for civic celebrations (e.g., Festival at the Lake) as well as informal and passive recreation.

The full implementation of this vision will occur over an extended time frame, as financial resources become available, as the Ninth Avenue Terminal is relocated, and as contaminated sites are remediated. As described in the following chapter (Public Improvement Funding), ultimate implementation will involve considerable local funding and other resources that are not available in the immediate term.

During the next five years, it is recommended that Estuary Park be expanded and improved as the first phase of improvements for this district. This project is designed to enhance the visibility and

attractiveness of the existing Estuary Park and increase its use. It would be a catalyst for enhancing the public's awareness of the waterfront and attracting funding for future improvements in this district. Located at the mouth of Lake Merritt Channel, Estuary Park improvements would enhance connections to the lake, the downtown, and the larger city, and would provide a linkage between this district and the increasing activity and population in the Jack London District. This improvement will reinforce the new Aquatic Center at Estuary Park and the planned pedestrian bridge over the Embarcadero and main line rail tracks, which will link Estuary Park with Lake Merritt Channel.

#### *7.1: Secure public funding for implementation of the expanded park.*

It is recommended that early efforts be focused on securing funding and on more detailed project planning. The estimated cost for this project is \$5.7 million, including open space and shoreline improvements and acquisition of the existing warehouse leasehold along the Embarcadero. Potential funding sources include the Port, the



Coastal Conservancy, other state funds or bond monies, local Measure K funds, and foundation funding (Table IV-6).

*IMP-8: Undertake the improvement of Union Point Park as a citywide and neighborhood-serving open space resource.*

Between Estuary Park and the Martin Luther King, Jr. Regional Shoreline, there is very little opportunity for waterfront public access and open space. While the Embarcadero Parkway will address this shortcoming, its implementation will need to await the transition of existing viable industrial uses (e.g., Con-Agra, sand and gravel operations, etc.) and significant funding from a broad range of sources (e.g., state bonds, citywide bonds, transportation-related funding, new development dedications, redevelopment tax increment, etc.). In advance of these longer term improvements, the Estuary Plan calls for Union Point to be developed as an 8.5-acre waterfront park that can provide badly needed open space to adjacent neighborhoods (e.g., San Antonio and Fruitvale) and demonstrate the exciting citywide potential of this segment of the Embarcadero Parkway.

TABLE IV-6

### Catalyst Projects for Oak through Ninth Avenue District and San Antonio/Fruitval District

(1997 dollars)

Projects	Estimated Capital Cost	Potential Funding Sources <sup>1</sup>
Estuary Park Expansion/Enhancement	\$5,692,000 <sup>2</sup>	<ul style="list-style-type: none"> <li>• Port funding</li> <li>• Coastal Conservancy</li> <li>• State funds/bonds</li> <li>• Measure K funds</li> <li>• Foundation funding</li> </ul>
Union Point Park	\$4,471,000 <sup>3</sup>	<ul style="list-style-type: none"> <li>• Port funding/land</li> <li>• Coastal Conservancy</li> <li>• State funds/bonds</li> <li>• Measure K funds</li> <li>• Foundation funding</li> </ul>

1. These potential funding sources are described in Table IV-9 in the next chapter of the Implementation Element.  
2. New Boat House/Aquatic Center to be developed in the area is not included in the costs shown here.  
3. Cost does not include the value of Port/City land that could provide part of the local match for regional and state funds.

Source: Hausrath Economics Group

#### 8.1: Secure public funding for the construction of Union Point Park.

The project, estimated to cost up to \$4.5 million, should be implemented within the next five years. Plans for the park also include a new facility for the Cal Crew, which will be privately funded. It is assumed that the Port will dedicate the portion of the property for the public park

(i.e., not including the Cal Crew portion, which will be leased), and that public improvements will be constructed with a variety of funding sources, including the State Coastal Conservancy, other state funds or bond monies, local Measure K funds, Port funds, and foundation funding (Table IV-6). In addition, it is expected that promenade and open space improvements immediately adjacent to Cal Crew will be

funded by that entity. The Trust for Public Land is currently assisting the Spanish Speaking Unity Council in securing funding and acquiring land for this park. It is recommended that early phase efforts be focused on securing funding and on project planning for implementing the Union Point project.

*IMP-9: Coordinate with Caltrans and the Alameda County Congestion Management Agency to maximize the public benefits associated with major transportation projects.*

Over the next decade, there will be many transportation changes that respond to the aging condition of the existing infrastructure and the evolving needs of adjacent land uses. The consolidation of rail, expansion of transit service, implementation of the Bay Trail, and other projects will all contribute to realization of the Estuary Plan recommendations. Transportation projects for improving regional circulation and access should be carried out in a manner that fulfills broad objectives; to the maximum extent feasible, the plan calls for such projects to be carefully planned to consider land use and public access recommenda-

tions in addition to functional transportation and circulation requirements.

The most immediate transportation projects that could affect the planning area are the seismic upgrades of bridges along the I-880 corridor being undertaken by Caltrans. These projects include the Fifth Avenue Bridge and the 42nd/High Street interchange. These projects represent a significant investment of public monies, and as such should be designed to achieve the broadest public objectives. In addition to seismic safety, these and other freeway improvements should be designed to promote improved local vehicular, bicycle and pedestrian access between inland neighborhoods and the waterfront. More specifically:

*9.1: Provide for access improvements in association with the Fifth Avenue Bridge project.*

In the near term, the City should continue to coordinate with Caltrans' seismic upgrade project for the Fifth Avenue Bridge, and attempt to incorporate recommended Estuary Plan improvements as part of the project. Additional local and

regional funds should be sought to include the proposed realignment of Fifth Avenue and the construction of the proposed "half-diamond" interchange that will improve local access and linkages between the shoreline and inland neighborhoods.

*9.2: Provide for access improvements in association with the High Street/42nd Avenue Bridge project.*

Work is already underway on the design of freeway modifications to allow for the reconstruction and seismic upgrade of the High Street Bridge. The City should continue to negotiate with Caltrans and the Congestion Management Agency (CMA) to accomplish some of the recommended High/42nd Avenue/Fruitvale ramp projects with programmed Caltrans funds. The City should continue to coordinate with the CMA to shift funding priorities to include these projects as part of the seismic upgrade. In this way, local and regional access to the planning area can be enhanced.







*The Estuary Plan's program of public access and open space improvements is the most far-reaching since the completion of Lake Merritt in the early 20th century.*



## Public Improvement Funding

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This chapter of the Implementation element outlines a funding strategy for the major public improvements that will be required to achieve the long-term vision for the Oakland Estuary. It is recognized that full buildout of the plan will occur over a period of 20 to 30 years. Implementation of individual public improvement projects will take place as funding resources become available, as private market forces dictate, as sites become available, and as civic consciousness and political will create public support.

The full array of potential projects represents a significant public investment that will require use of a wide variety of funding sources. Many of the projects identified for the Estuary will result in citywide and regional benefits that go well beyond the

planning area. For instance, improvements to the I-880 freeway are badly needed, not only to enhance access to and along the waterfront, but also to remedy serious substandard conditions related to public safety and traffic circulation. Similarly, the proposed open space and public access improvements along the waterfront will contribute to the enhancement of citywide and regional recreational resources while creating improved conditions for the revitalization of nearby neighborhoods and the redevelopment of adjacent properties.

As such, these projects will need to draw upon the full range of funding sources, including the State and regional agencies for regional transportation and open space improvements; the Port and the City's Redevelopment Agency to promote

localized revitalization; and a citywide bond measure for the funding of major open space improvements that cannot be funded by other means. The following provides recommended policies for the financing of open space and transportation improvements within the planning area:

### OPEN SPACE

The Estuary Plan identifies open space improvements that will enhance the public's access to and use of the Estuary waterfront. The intent is to improve the quality of the public environment along the Estuary and make the waterfront a more important part of the city and region. From an economic perspective, the open space and public access improvements will create value for surrounding areas and the city as a whole.

Potentials for improvements to properties and for redevelopment in surrounding areas will be enhanced over time, as will the image and overall economic development potential of the city.

This section outlines recommended policies for the implementation of proposed open space and public access improvements, focusing on funding sources and other important aspects of implementation.

*IMP-10: Provide for the funding of public open space improvements described in the Estuary Plan.*

The open space and public access improvements identified in the Estuary Plan are of three major types:

- Parks and open space areas for public recreation and passive enjoyment of the waterfront. These include parks for recreation and sports, natural areas and wetlands, pocket parks, marina greens, and large public-gathering and events areas.
- Parkway, promenade, greenway and trail improvements to provide access along

the waterfront and linkages inland to the city. These include pedestrian promenades, trails, bikeways, parkways, and landscaped streets.

- Local streetscape improvements to improve the quality of the neighborhoods and districts along the Estuary. These include trees, landscaping, and sidewalk and roadway improvements.

Many individual projects will be required to implement the open space and public access element of the plan. These are identified along with order-of-magnitude estimates of the capital costs for development in Table IV-7. Full development of all these open space improvements will total about \$154 million (1997 dollars). The overall magnitude of costs for development of the major types of improvements is the following:

- Parks and Open Space: \$67.8 million
- Parkway/Promenade/Greenway/Trail Improvements: \$67.5 million
- Local Streetscape Improvements: \$18.9 million

Projects will be developed throughout the planning area. Large shares of the improvement costs are attributable to the open spaces and parks envisioned for the Oak through Ninth District and completion of a continuous parkway/promenade/bikeway/trail all along the Estuary shoreline.

Implementation of all the projects in Table IV-7 will require funding from a number of different sources.

*10.1: Require new development to contribute to implementation of the public open space system.*

Some improvements will be funded by new development as it occurs in the planning area over time. BCDC requires public access improvements for development within 100 feet of the shoreline, and the Estuary Plan provides specific development standards and requirements regarding public access, shoreline setbacks, streetscape improvements, etc. within the planning area. More specifically, new development should contribute as follows:



TABLE IV-7

# Open Space and Public Access Projects and Estimated Capital Costs for Development

(1997 Dollars)

Project	Estimated Cost <sup>1</sup>	Project	Estimated Cost <sup>1</sup>	Project	Estimated Cost <sup>1</sup>	Total all Projects
<b>I. Park and Open Space Projects</b>		<b>II. Parkway/Promenade/Greenway/Trail Projects</b>		<b>III. Local Streetscape Improvements</b>		
Webster St. Green and Rdwy. N. of Embar. <sup>2</sup>	\$2,150	<b>A. Linear Improv'ts, generally along Waterfront:</b>		Local Streetscape Improvements in JLD including 2nd, 3rd, 4th, 5th, Jefferson, Clay, Harrison, Alice, Jackson, and Madison Sts. <sup>2</sup>	\$13,358	
J.L. Waterfront - Broadway Pier <sup>2</sup>	879	Third St. Improv'ts., Adeline to Oak St. <sup>2</sup>	\$5,988			
Phase 2 Open Space <sup>2</sup>	2,539	Embar. Pkwy Improv'ts., Oak St. to 9th Ave. <sup>3</sup>	3,564			
		Embar. Pkwy Improv'ts., 9th Ave. to 23rd Ave. <sup>4</sup>	7,356			
Estuary Park Expansion/Enhancement <sup>3</sup>	5,692	Con-Agra/Kennedy Tract Parkway <sup>4</sup>	15,321 <sup>5</sup>	Local Streetscape Improvements in the Kennedy Tract Neighborhood, including Glasscock, Ford, Chapman, E. 7th, Peterson, Derby and Lancaster streets, and Elmwood, 34th and 36th avenues <sup>4</sup>	\$5,544	
Channel Park (N. of Embar., S. of I-880) <sup>3</sup>	3,192	Tidewater Pkwy., Fruitvale Ave. to High St. <sup>4</sup>	15,635 <sup>5</sup>			
Meadow (E. of Channel, W. of 5th Ave. Artist Vill.) <sup>3</sup>	6,396	Tidewater Pkwy., High St. to 50th Ave. <sup>4</sup>	3,179			
Open Space W. of Clinton Basin <sup>3</sup>	4,034	Tidewater Pkwy., 50th Ave. to 66th Ave. <sup>4</sup>	7,200			
Open Space E. of Clinton Basin <sup>3</sup>	15,784	<b>Subtotal</b>	<b>\$58,243</b>			
Channel Pedestrian Bridge <sup>3</sup>	1,307					
Rail Pedestrian Bridges <sup>3</sup>	6,259	<b>B. Inland Connections:<sup>6</sup></b>				
Clinton Basin Bridge/Pier Breakwater <sup>3</sup>	6,510	MLK Blvd., Embar. to I-880 <sup>2</sup>	\$840			
Art Ship Plaza <sup>3</sup>	3,444	Washington St., Embar. to I-880 <sup>2</sup>	840			
		Franklin St., Embar. to I-880 <sup>2</sup>	760			
Union Point Park <sup>4</sup>	4,471	Broadway, Embar. to I-880 <sup>2</sup>	2,693			
Martin Luther King, Jr. Shoreline Extension <sup>4</sup>	5,200	Webster St., Embar. to I-880 <sup>2</sup>				
		Oak St., Third St. to I-880 <sup>3</sup>	618			
		5th Ave., Embar. to 8th St. <sup>3</sup>				
		23rd Ave./Kennedy St., Park St. Bridge to I-880 <sup>4</sup>				
		29th Ave., Glasscock St. to I-880 <sup>4</sup>	792			
		Fruitvale Ave., Alameda Ave. to I-880 <sup>4</sup>				
		High St., Tidewater Pkwy. to I-880 <sup>4</sup>				
		66th Ave., Tidewater Pkwy. to San Leandro Blvd. <sup>4</sup>	2,677			
		<b>Subtotal</b>	<b>\$9,220</b>			
<b>Total, Parkland Open Space Projects</b>	<b>\$67,857</b>	<b>Total, Parkway/Promenade/Greenway Projects</b>	<b>\$67,463</b>	<b>Total, Local Streetscape Improvements</b>	<b>\$18,902</b>	<b>\$154,222</b>

1. Costs are order-of-magnitude estimates done for planning purposes. As applicable, the cost estimates include land acquisition, demolition and site preparation, streetscape and open space improvements, and other costs, including overhead and profit, design contingency, and architecture and engineering fees. Costs do not include the value of Port/City land that may be required for some projects and that could provide part of the local contribution for matching other funding sources. Costs also do not include any significant relocation costs that may be required with land acquisition. Figures are in thousands.

2. Jack London District.

3. Oak through Ninth District.

4. San Antonio/Fruitvale District.

5. Included are costs for acquisition of land, some of which would be available for development once parkway and promenade improvements are completed. Thus, a portion of the costs shown here would be recouped from the sale of property for development, although initial acquisition will require funds to cover the full costs above.

6. Costs for inland connections to I-880 include improvements under the freeway to the inland, north edge of I-880.

7. Costs for streetscape improvements are included along with park costs for the Webster St. Green and Rdwy. project shown under Parks and Open Space above.

8. Streetscape improvements are a part of the regional corridor projects to be funded as regional circulation improvements, as addressed elsewhere in the implementation program.

Source: ROMA Design Group; Don Todd Associates, Inc.; and Housrath Economics Group

- *Meadow Green:* The Meadow Green open space in the Phase One portion of the Jack London waterfront should be constructed by the Port of Oakland prior to, or simultaneous with, development of the adjacent restaurant pavilion.
- *Phase Two, Jack London Open Space:* The improvements to the Marina Green, Water Street Promenade, and the Webster Street Green south of the Embarcadero should be constructed by the Port of Oakland prior to, or simultaneous with, development of the Jack London Waterfront Phase Two parcels between Webster and Alice streets.
- *Oak through Ninth Open Spaces:* Private development within the Oak through Ninth District should contribute to the implementation of portions of the open space system in this area. Precise contributions should be established during the Specific Plan process.
- *Con-Agra Waterfront:* Implementation and funding of a portion of the open space and public accessways between Union Point Park and the Kennedy Tract

should be provided by future new development, as determined by the Specific Plan. Prior to development of the adjacent properties, the Port and City should negotiate with the property owners for access easements to provide interim shoreline access, as feasible.

- *East of High Street:* Implementation and funding of the waterfront open space between High Street and the Martin Luther King, Jr. Regional Shoreline should be provided by future new development, as determined by the Specific Plan.
- *Local Streetscape:* As a condition of development, new development within other portions of the project area should contribute to the construction of adjacent streetscape and open space improvements in an equitable fashion.

*10.2: Apply any future open space credits to the Estuary planning area as a first priority.*

The City, the Port, and BCDC are currently developing a public access bank or credit system whereby public access

improvements within the planning area can be credited against the requirements of developments outside the planning area (such as in the Outer Harbor and airport areas). The credit system will allow the Port to transfer and bank open space requirements to other sites in advance of specific projects. As such, it is recommended that the Estuary area be given the highest priority for such transfers. Potential areas that could benefit from such open space credits include, but are not limited to:

- *Estuary Park Expansion:* The expansion and improvement of Estuary Park, including acquisition of the existing warehouse leasehold interest.
- *Oak through Ninth Open Spaces:* The aggregation and improvement of properties between Lake Merritt Channel and the Ninth Avenue Terminal to implement the necklace of public open spaces envisioned in the Oak through Ninth District.
- *Union Point Park:* The dedication and improvement of Union Point Park as an early-term project.



- Embarcadero Parkway: Acquisition and improvement of properties to assist in implementation of the Embarcadero Parkway concept.

*10.3: Pursue local, regional and state funding sources to implement the open space system.*

Implementation of the full range of public access and open space improvements in the planning area will also require major public funding from a variety of local, regional and state sources. Local development alone will not be able to provide the full range of improvements envisioned, many of which are of citywide and regional benefit.

Table IV-8 identifies the various potential funding sources for the different types of open space and public access improvements. Table IV-9 provides more information about each funding source. Most projects are likely to be funded by several different sources.

There are a number of local, state and regional sources that could provide funding for park and open space projects and the parkway/promenade/greenway/trail

projects. Given the range of improvements envisioned, the long-term benefits to the community overall, and the magnitude of estimated costs, full development of these types of projects will require major local funding that can only be provided by a citywide bond issue. Funding for the local streetscape improvement projects will depend on new development and other local property-based funding sources (e.g., assessments).

The following provides some general points regarding the different sources of funding (a citywide bond issue is discussed in the subsequent section):

- *State Funding, Particularly in the Near Term.* Potentials for state funding are particularly good in the near future. Possibilities exist for park and open space funds from (a) the Coastal Conservancy, subject to their funding; (b) the state budget over the next few years, assuming the state's economy continues to be strong; and (c) a potential statewide park bond issue being considered for the ballot in 1998.

TABLE IV-8

## Potential Funding Sources for Open Space and Public Access Projects

Type of Project:

### Park and Open Space

Potential Funding Sources:

- New Development
- Port Funding/Land; Public Access Bank
- Coastal Conservancy
- State Funds/Bonds
- Citywide Bond Issue for Waterfront
- Measure K Funds
- East Bay Regional Park District
- Redevelopment Tax Increment
- Transportation-related Funds
- Benefit Assessments
- Foundation and Corporate Support

Type of Project:

### Parkway/Promenade/Greenway/Trail

Potential Funding Sources:

- New Development
- Transportation-related Funds
- Coastal Conservancy
- State Funds/Bonds
- Citywide Bond Issue for Waterfront
- Port Funding/Land; Public Access Bank
- Redevelopment Tax Increment
- Benefit Assessments

Type of Project:

### Local Streetscape Improvements

Potential Funding Sources:

- Benefit Assessments
- New Development
- Redevelopment Tax Increment

Source: Hausrath Economics Group

TABLE IV-9

## Description of Potential Funding Sources for Open Space and Public Access Projects

### LOCAL SOURCES

#### New Development Within Planning Area

- BCDC requires public access for development within 100 feet of the shoreline. The Estuary Plan includes local development standards and requirements for public access, shoreline setbacks, streetscape improvements, etc. within the planning area.
- Provided by new development, open space and public access improvements will occur incrementally over time. Standards will be important to assure that individual improvements are consistent throughout the area and achieve the goals of the plan.

#### Public Access Bank

- A system is proposed whereby public access improvements within the planning area can be credited against requirements of developments outside the Estuary Plan area, such as in the seaport and airport areas. BCDC, the Port, and the City are currently developing such a system as part of the overall Public Access Plan for the waterfront. This credit system will encourage the Port to develop public access projects in the planning area.

#### Local Bond Issue for Waterfront

- Many of the proposed improvements are of citywide benefit.
- Full development of all improvements will require major local funding from a citywide bond issue for the waterfront, possibly in the range of \$70 to \$100 million.
- A General Obligation Bond (G.O. Bond) supported by property tax revenues requires approval of two-thirds of the voter electorate.
- Oakland voters passed Measure K in 1990, authorizing \$60 million for acquisition of open space and development of park and recreation projects, and Measure I in 1996, authorizing \$45 million for facility improvements and renovations of existing park areas. These funds are already committed, although a small amount of funding may still be available from the last issue of Measure K.
- There is concern that the City's current level of debt is high relative to revenues and tax base. A major new bond issue may have to wait until AV increases and/or older debt is repaid.
- A new bond issue could be phased in so as to not increase taxes over those currently paid under Measure K, necessitating a slower, more incremental approach to project implementation.

#### Redevelopment Tax Increment

- Portions of the Jack London District are in the Central Business District Redevelopment Project Area, and portions of the San Antonio/Fruitvale District are in the Coliseum Redevelopment Project Area. A new redevelopment area might be possible as might expansion of an existing area if needed for Estuary Plan implementation. Capturing the tax increment from future development from Fifth to Ninth avenues will help in funding the significant improvements planned for that district.
- There is competition for tax increment funds. Park and open space projects that would be competitive for tax increment funds are those that enhance potentials for private investment and add value to nearby areas.

#### Benefit Assessments

- Assessment districts can be created to fund capital projects through assessments on properties benefiting from the improvements.
- Formation of an assessment district now requires approval by majority vote of property owners in the district, weighted by the amount of assessment.
- Ability to assess benefiting properties in the planning area is limited by market factors. Further, if a district were formed, other improvements may be more desirable to property owners than parks and open space (such as parking improvements).
- Ongoing maintenance and operations of parks and open space in Oakland are funded largely by benefit assessments on property owners citywide. Increases in those assessments will be needed in the future, a portion of which will be needed for maintaining the new improvements envisioned in the planning area.

#### Sales Tax Measure

- There may be a possibility of increasing the sales tax to provide funds for open space and park improvements as has been done to fund transportation improvements (e.g., Measure B in Alameda County). Such a measure could provide substantial funds and could offer an alternative to a local bond measure.
- A measure to increase sales tax requires voter approval (probably two-thirds), and would have to be done countywide. Significant funding for Estuary Plan projects would require priority at the local level.



TABLE IV-9 (CONTINUED)

## Description of Potential Funding Sources for Open Space and Public Access Projects

### STATE AND REGIONAL SOURCES

#### California Coastal Conservancy

- The Conservancy is interested in funding urban waterfront projects like those in the Estuary Plan, but is uncertain as to available resources (which have been limited in recent years). Greater funding is anticipated in the near future as a result of a healthier state economy and a potential state bond measure for parks in 1998.
- Conservancy funding requires a local match, determined on a case-by-case basis.
- Projects funded need to serve a greater-than-local need. The Oakland Estuary waterfront is seen as a regional resource. Extension of the Bay Trail is seen as particularly desirable.
- Conservancy funds can be used for property acquisition (as long as willing seller), physical improvements (all types except streets), wetlands restoration, and shore stabilization (when part of other improvements).
- Typically, Conservancy funding has been less than a million dollars per project; often around \$500,000. It may be possible for somewhat larger funding.
- The Conservancy could be a source of funding for early phase improvements. Contact should be maintained with Conservancy staff.

#### Other State Funds

- Possibilities exist for park and open space funds from the state budget over the next few years, assuming the state's economy continues to be strong. Contacts with key legislators and Trust for Public Land (TPL) should be made in the near future to get positioned for such funding.
- A statewide park bond is being discussed for the ballot in 1998. It is anticipated to provide funds for the Coastal Conservancy, State Parks System, and Headwaters acquisition, as well as funds to be distributed locally on a per-capita basis. Specifics are still under development. Contacts with key legislators, the Coastal Conservancy, and the Trust for Public Land should be made by late 1997/early 1998 to position for funding and influence specifics for a bond act.

### Transportation-related Funds

- Aspects of park, open space, parkway and streetscape projects could qualify for transportation-related funding from a variety of sources (bikeway, roadway, and pedestrian bridge improvements in particular). However, these funds are very competitive and many projects are already prioritized for them. Examples of transportation-related funding sources include:
- Caltrans (Environmental Enhancement and Mitigation Program, as secondary to larger projects)
- ISTEA/NEXTEA Transportation Enhancement Funds (depends on future legislation)
- Local gas tax funds
- Measure B funds
- Share of bridge tolls (3-5% for ferries and bicycles)
- Bay Trail funds (with use of Conservation Corps)

### East Bay Regional Park District

- The park district intends to expand the Martin Luther King, Jr. Regional Shoreline in the future.
- The district's interest in connecting the Bay Trail throughout the Estuary Plan area might enable some funding for trail improvements. There also might be some potential for funding to assist in the protection of wetlands or in the management of habitat restoration. Park district participation would be limited to improvements that are of regional benefit.

### OTHER SOURCES

#### Foundation or Corporate Support

Source: Hausrath Economics Group

- *Local Funding in the Near Term and Over Time.* New development within the planning area and the availability of public access credits are likely to provide funding and land for public access and open space improvements. Some funding from the last issue of Measure K may also be available. As a first phase, the Port and City should make an effort to show commitment to the newly adopted Estuary Plan and provide local funding that will leverage state and regional funds. Early phase projects (e.g., Estuary Park expansion, Union Point Park) should provide visible improvements that build public awareness of the waterfront and public support for additional funding for future projects.
- *Transportation-related Funding.* Bikeway, roadway, and pedestrian bridge projects could qualify for transportation-related funding from a variety of sources (Caltrans, ISTE/NEXTEA, local gas tax, Measure B, bridge tolls, and Bay Trail funds). These funds are competitive, and projects are already prioritized for them. Local priority and advocacy is needed to secure future funds for

Estuary Plan projects. Projects that connect the Bay Trail could be particularly competitive for regional funds.

- *Redevelopment Tax Increment.* Redevelopment tax increment funds could contribute to funding open space and public access projects. Portions of the planning area are already in the Central District and Coliseum redevelopment project areas. A new or expanded redevelopment area including future development between Fifth and Ninth avenues would help in funding the significant public open spaces planned for that district of the waterfront.
- *East Bay Regional Park District.* The park district intends to expand the Martin Luther King, Jr. Regional Shoreline in the future. There may also be some potential for park district funding for other improvements to connect the Bay Trail or to assist in the protection of wetlands or the management of habitat restoration.
- *Benefit Assessments.* Assessments on properties benefiting from the improve-

ments could provide funding, particularly for local streetscape projects. The ability to assess properties is limited by market factors, however, and property owners may desire to fund other improvements instead, such as offsite parking in the Jack London District.

#### *10.4: Plan for a citywide bond issue for the waterfront.*

Local funding sources will have to provide a major share of the needed open space funds. Given the range of improvements, the broad citywide benefits, and the large magnitude of costs, full development of all projects will require the type of major local funding that can only be provided by a citywide bond issue. A bond issue for the waterfront will likely need to be in the range of \$70 to \$100 million, based on estimated costs for Estuary Plan improvements. A bond issue needs the approval of two-thirds of the voter electorate, and will require strong public support from Oakland's citizens. Estuary Plan improvements need to be a part of the overall public investment strategy of the community and given priority for future bond issues; such a



bond issue may be more likely in the 5 to 10-year time frame than in the immediate future, as the City's current level of debt is high relative to revenues and tax base.

The citywide scale of the open space and public access improvements envisioned is comparable to, and even exceeds, that of Lake Merritt. Aggressive fundraising from other sources, early development of key charismatic projects, and strong community support and advocacy for the waterfront will all be important to a successful bond issue.

*10.5: Provide for funding for operations and maintenance of open space and public access projects.*

Once improvements are in place, funding will be needed on an annual basis to cover ongoing operation and maintenance costs. Currently, such costs for parks and open space in Oakland are largely funded by annual assessments paid by property owners through a citywide Landscape and Lighting Assessment District (LLAD). LLAD assessments are currently set at a fixed amount, while maintenance costs for parks and open space have been increasing, and

are projected to exceed revenues in the near future. Implementation of projects funded under Measure K and Measure I, the recently approved park and open space bonds, will continue to add improvements and facilities that need to be operated and maintained. Implementation of Estuary Plan projects will add additional open space and public access projects along the Estuary waterfront. Consideration needs to be given to ways of raising additional annual revenues to cover the park and open space operation and maintenance costs that will be associated with plan improvements.

The City is currently considering strategies for increasing revenues for park and open space operations and maintenance in the future. Consideration of revenues needed to maintain the open space and public access improvements desired for the Estuary waterfront should be included in that overall effort. Consideration also should be given to ways in which development on Port land and other publicly owned land in the planning area could contribute to maintaining open space and public access areas in the future (such as through LLAD payments or through centrally managed

operations like in the retail, dining and entertainment district at Jack London Square). The funding of ongoing operations and maintenance also should be addressed through the Public Access Plan and related negotiations between BCDC, the City, and the Port.

## TRANSPORTATION

The program of transportation projects set forth in this Estuary Plan provides for the improvement of local circulation and access to and along the shoreline, as well as the achievement of major regional enhancements that address longstanding deficiencies. In addition to roadway and freeway improvements, the transportation program includes transit projects aimed at increasing access to the waterfront and offsetting parking demands and traffic congestion in the area.

*IMP-11: Provide for the funding of transportation improvements described in the Estuary Plan.*

The Estuary Plan sets forth a program of transportation projects, including regional

access improvements and localized transit projects, that will require funding from a variety of sources. More specifically:

*Regional Access Improvements.* The segment of the I-880 freeway between 66th Avenue and Oak Street is substandard, with partial interchanges spaced at random intervals. Freeway on and off-ramps are difficult to find and have no logical relationship with arterial roadways within the Estuary planning area. A key objective of the Estuary Plan is to plan for the reconfiguration of freeway ramps and connecting arterials in a manner that complements and reinforces the land use and open space objectives for the area and provides a more legible circulation system. In this regard, the plan calls for the creation of full-movement interchanges to replace the existing substandard and unsafe on and off-ramps along this segment of I-880, as well as improvements linking the ramps to the waterfront and city of Alameda. While the final configuration and alignment will require further study and coordination with the City of Alameda and Caltrans, the Estuary Plan sets forth the following projects (described in more detail in

Chapters II and III of the plan) that will require state and regional funding:

- Extension of Third Street from Adeline to Mandela Parkway.
- Improvement of ramp connections between I-980 and the Webster and Posey tubes, and the creation of a Franklin Street undercrossing.
- Realignment of Fifth Avenue, and upgrading of the Fifth Avenue ramp.
- Construction of a new full-movement interchange at 23rd Avenue, and provision of a direct roadway linkage to the Park Street Bridge.
- Construction of improved interchanges at Fruitvale Avenue and 42nd Avenue with connecting frontage roads, and improvements to Fruitvale Avenue and High Street between I-880 and their respective Alameda bridges.
- Development of a Fruitvale Avenue trolley.

With the exception of the Fruitvale Avenue trolley, some elements of these projects have been envisioned in prior planning efforts, but a consensus has not been established to prioritize these efforts.

*Local Transit Improvements.* A series of local transit improvements is proposed to enhance transit service to and through the Estuary planning area. These projects will be more reliant on regional, county and local funding sources. Projects include:

- Enhancement of the Downtown Loop Trolley.
- Development of comprehensive and scheduled water taxi service along and across the Estuary.
- Rerouting of AC Transit as the network of roadways along the Estuary is developed (e.g., Embarcadero Parkway).

Table IV-10 summarizes the circulation and transit improvements described above, and identifies order-of-magnitude estimates of capital costs. As shown, total costs for the



regional access and local transit improvements are estimated at \$128 million (1997 dollars).

*11.1: Pursue state, regional and local funds for transportation improvements.*

There are a variety of funding sources that could be utilized to meet the capital funding needs for the regional transportation improvements outlined above. Most funding sources are competitive between cities and regions; even at the local level, priorities need to be established between projects. The following describes the available funding sources that should be pursued for implementation of the recommended projects:

**Federal Funds.** Because of the current short-term extension of the recently expired federal ISTEA transportation program, there is no long-term authorization and standardized criteria for federal investment in transportation funding. Reauthorization is expected within the next six months. Historically, reauthorization has generally included a variety of "local demonstration" projects. The linkage to the base closing and reuse in Alameda may provide the

opportunity to promote one such project (e.g., Alameda Tube/I-880 connection). In general, however, most federal money for highway improvements is allocated to states and/or regions on a formula basis, and although much of the funding is federal, its specific project allocations are determined at the state or regional level.

Capital expenditures for major transit investments are determined at the federal level in several programs, including the "New Rail Starts" program, which would be the appropriate category for a Fruitvale trolley project connecting the Fruitvale BART station with the city of Alameda. However, the Bay Area has several major projects in this category, including the BART extension to San Francisco International Airport and extensions to the Santa Clara light rail system. Prospects for additional Bay Area projects within the next 5 to 10 years are very low, and other Oakland proposals, such as the San Pablo Avenue corridor, have received more serious consideration to date. BART and the Port of Oakland are also pursuing federal transit funding for a portion of the costs to link BART to the Oakland Airport.

TABLE IV-10

**Regional Circulation and Transit Service Projects and Estimated Capital Costs**

Project	Estimated Cost <sup>1</sup>
<b>Regional Access Improvements</b>	
Third Street-Mandela Parkway linkage <sup>2</sup>	\$1,600
Webster and Posey Tube Access <sup>2</sup>	19,800
Fifth Avenue relocation and ramp improvements <sup>3</sup>	3,000
23rd Avenue interchange <sup>4</sup>	20,000
Fruitvale and 42nd Avenue interchange <sup>4</sup>	31,500
Fruitvale Avenue Trolley <sup>4</sup>	47,500
<b>Subtotal Ramps and Roads</b>	<b>\$75,900</b>
<b>Total Regional Access Improvements</b>	<b>\$123,400</b>
<b>Local Transit Improvements</b>	
Downtown loop trolley <sup>2</sup>	\$2,000
Water taxi <sup>2,3,4</sup>	2,500
AC Transit rerouting <sup>2,3,4</sup>	N/A
<b>Total Local Transit Improvements</b>	<b>\$4,500</b>
<b>Total Regional Access and Transit</b>	<b>\$127,900</b>

Notes: Costs are in thousands of 1997 Dollars.

1. Costs are order-of-magnitude estimates of capital costs, prepared for planning purposes.

2. Jack London District.

3. Oak through Ninth District.

4. San Antonio/Fruitvale District.

Source: ROMA Design Group; Gabriel-Roche; Korve Engineering

*State Funds.* The primary source of funding for freeway improvements is the State Transportation Improvement Program (STIP), which has biennial programs. The 1998 program cycle is being finalized at this time; the 2000 or 2002 STIP cycle would be the earliest opportunity for projects not already included. Approval for the 2000 program would generally provide funding for construction within five years, or the year 2005. Cities, county congestion management agencies, and the Metropolitan Transportation Commission (MTC) work together to establish regional priorities for this funding.

Another source is the State Highway Operation and Protection Plan (SHOPP), a relatively discretionary Caltrans source that includes a "hazard elimination" program. Given the substandard conditions on I-880 through the planning area, specific improvement elements would qualify for SHOPP funding and should be pursued.

Caltrans has already allocated funding for seismic projects in the corridor. This includes funds for replacement of the High Street and Lake Merritt Channel bridges.

Negotiations with Caltrans should focus on linking some of the recommended ramp improvements in the Estuary Plan with these seismic upgrades, since ramps will need to be relocated as part of the seismic projects (see IMP-8 above).

State bond issues have included funds for rail and ferry capital investments. While all existing bond issues are committed, Oakland projects could be included in any future statewide bond issue.

*Regional Funds.* There are several existing regional funding sources for transportation investments that should be pursued. Bay Area Air Quality Maintenance District (BAAQMD) "Clean Air" funds have been utilized for transit and bicycle projects that provide alternatives to single-occupant automobiles. Funding from this source has supported the Broadway Loop Shuttle, which links the Jack London Square area with downtown, and BART and AC Transit bus lines during midday periods.

The Metropolitan Transportation Commission also has discretionary "five percent bridge toll" funds that have been used to

support ferry operations and bicycle route improvements. A major potential regional funding source is a proposed gas tax that would generate a substantial amount of money for transportation investments and operations. A regional vote to approve this new transportation funding source is unlikely before the year 2000, so there is sufficient time to agree on local priorities that will be submitted for the regional program.

*County Funds.* In recent years, the county Measure B sales tax has provided a significant amount of funding for highway and transit capital projects, and for transit and local public works operating budgets. Major projects were allocated in the initial Measure B program. The project list for an upcoming reauthorization has been under development for some time, and none of the recommended Estuary Plan projects were sufficiently defined in time to be included on the current list. Alameda may receive priority for improved tube access from the freeway. Depending on the amount allocated for ferry service, there may be some Measure B funds available for water taxi service.



TABLE IV-11

**Project Funding Opportunity Summary Regional Circulation and Transit Service Improvements**

Projects	Capital Cost (\$000s)	Potential Funding Sources	Status	Lead Agencies
Third Street-Mandela Parkway linkage	\$1,600	STIP, gas tax	Not prioritized	Oakland
Webster and Posey tube access	19,800	STIP, Measure B, NEXTEA	Initial planning	Caltrans/Alameda
Fifth Avenue relocation and interchange	3,000	Seismic, STIP, SHOPP, gas tax	Planning and design	Caltrans/Oakland 23rd Avenue
interchange	20,000	STIP, redevelopment	Not prioritized	Caltrans/Oakland Fruitvale and
42nd interchange	31,500	Seismic, STIP	Added to '98 STIP	Caltrans/CMA/Oakland
Fruitvale Avenue Trolley	47,500	Federal, state, regional transit funds	Not prioritized	Alameda/AC Transit Downtown
Loop Trolley	2,000	BAAQMD, redevelopment, Port, private	In operation	Oakland-Public Works/Port
Water Taxi	2,500	Measure B, Port, private	Measure B list	Alameda/Port

Source: Gabriel-Roche, Inc.

**City Funds.** City funding sources include the local public works allocation from the countywide Measure B sales tax, the City's share of gas tax funds, and the potential of using redevelopment tax increment or property-based assessment district funding. The value of local funds is primarily used as a local match to grants from other agencies. By linking street improvements to the interchanges, the City should be able to utilize these local funds for work on streets, gutters, landscaping, signals, etc. as local credit toward major interchange projects.

**Private Funds.** Some improvements, such as arterial street improvements, are often

funded by private developers as mitigation for new construction, particularly for commercial projects. To the extent that private development contributes to traffic congestion, efforts should be made to establish mitigations that contribute to the circulation system.

*11.2: Coordinate with other relevant jurisdictions to develop local and regional consensus on the program of transportation improvements.*

Many agencies have priorities for transportation improvements within the Estuary Plan area, including Caltrans, MTC, the

County Congestion Management Agency, and the City of Alameda. It is critical that the City and the Port of Oakland continue to coordinate closely with these agencies to establish agreement on the priority of transportation improvements.

Full development of the recommended transportation improvements will not occur in a short period of time, and some projects are likely to be modified before final design and implementation.

Considerable investment occurs every year in transportation improvements. The key to completing critical improvements is

developing local and regional consensus on priorities and also being able to recognize when to make deals or take advantage of complementary projects.

Table IV-11 summarizes potential funding for the recommended transportation improvements. The table also identifies current project status and the lead agencies for implementation.

*11.3: Accelerate the design of proposed transportation projects to promote their funding viability.*

As described above (IMP-8.1 and 8.2), the opportunity exists to make modifications to the Fruitvale-High Street ramps and the Fifth Avenue ramp in the relatively short term, as part of the Caltrans seismic upgrade program. Establishing priorities for projects in the 2000 or 2002 STIP would likely defer construction until 2005 or 2007 at the earliest. Preliminary funding should be sought to design as many of the planned improvements as possible. When projects are designed and waiting for funding, there is often an opportunity to move the projects forward to replace higher priority projects that are delayed by design, environmental or community problems.







*The Estuary Plan includes regulations and standards to guide new developmen in achieving the objectives and policies of the plan.*



## Regulatory Framework

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The Estuary Plan provides the City and the Port with a policy framework for the transition of the waterfront to a publicly oriented mixed-use district of Oakland. The policies of the plan provide clear direction on land use, open space, circulation and implementation. As portions of the waterfront redevelop, it will be important that specific regulations be adopted and enforced to ensure that these policies and the overall vision for the Estuary can be realized.

To this end, the plan includes development regulations and standards to be utilized by both the City and the Port to guide new development. In addition to these regulations, other regulatory and administrative actions are recommended to facilitate implementation of the plan, including preparation of more detailed plans that

elaborate upon the objectives and policies of the Estuary Plan, transportation and “plan-line” studies that establish new rights-of-way for the proposed Embarcadero Parkway, and specific conditions of development that provide for private contributions to the construction of related streetscapes and public open spaces.

*IMP-12: Incorporate and enforce specific regulations governing future development for all lands within the Estuary area.*

The City’s Zoning Ordinance and the Port’s Development Plan, Standards and Restrictions shall be updated to incorporate the regulations included in this chapter of the Estuary Plan. These regulations govern allowable and conditional land uses, required ground-level uses, development

intensities, and development standards related to height, setbacks, parking treatment, view corridors, etc. The Estuary Plan should utilize existing City standards for parking and loading requirements, except where the Planning Commission or Port Commission determines that such standards can be reduced to take advantage of shared parking opportunities.

*IMP-13: Prepare and adopt Specific Plans for portions of the Estuary planning area prior to development.*

Portions of the Estuary planning area may not be developed in the immediate or even mid-term time frame. These areas typically contain viable businesses that will remain for the foreseeable future, and/or they re-

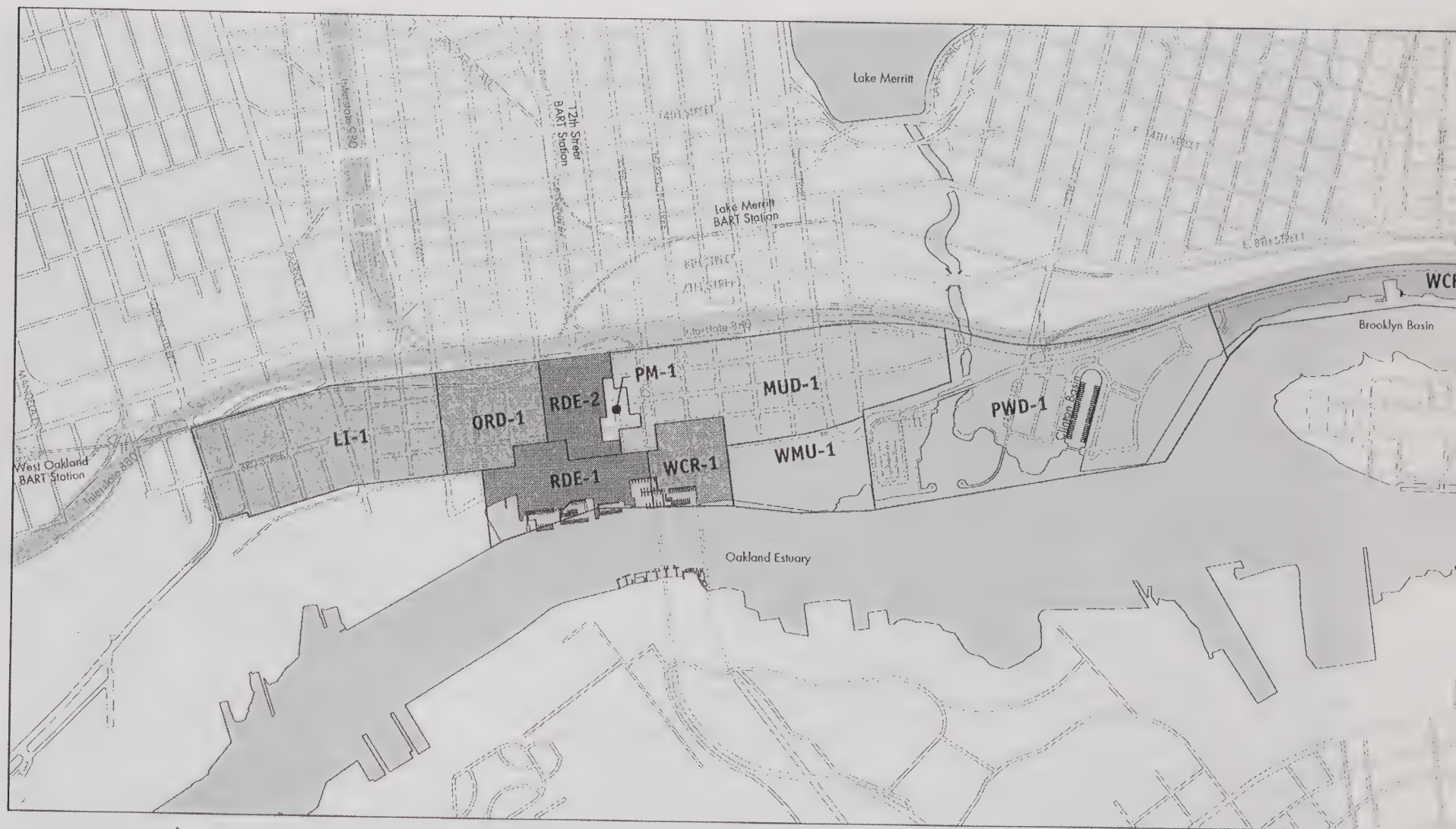
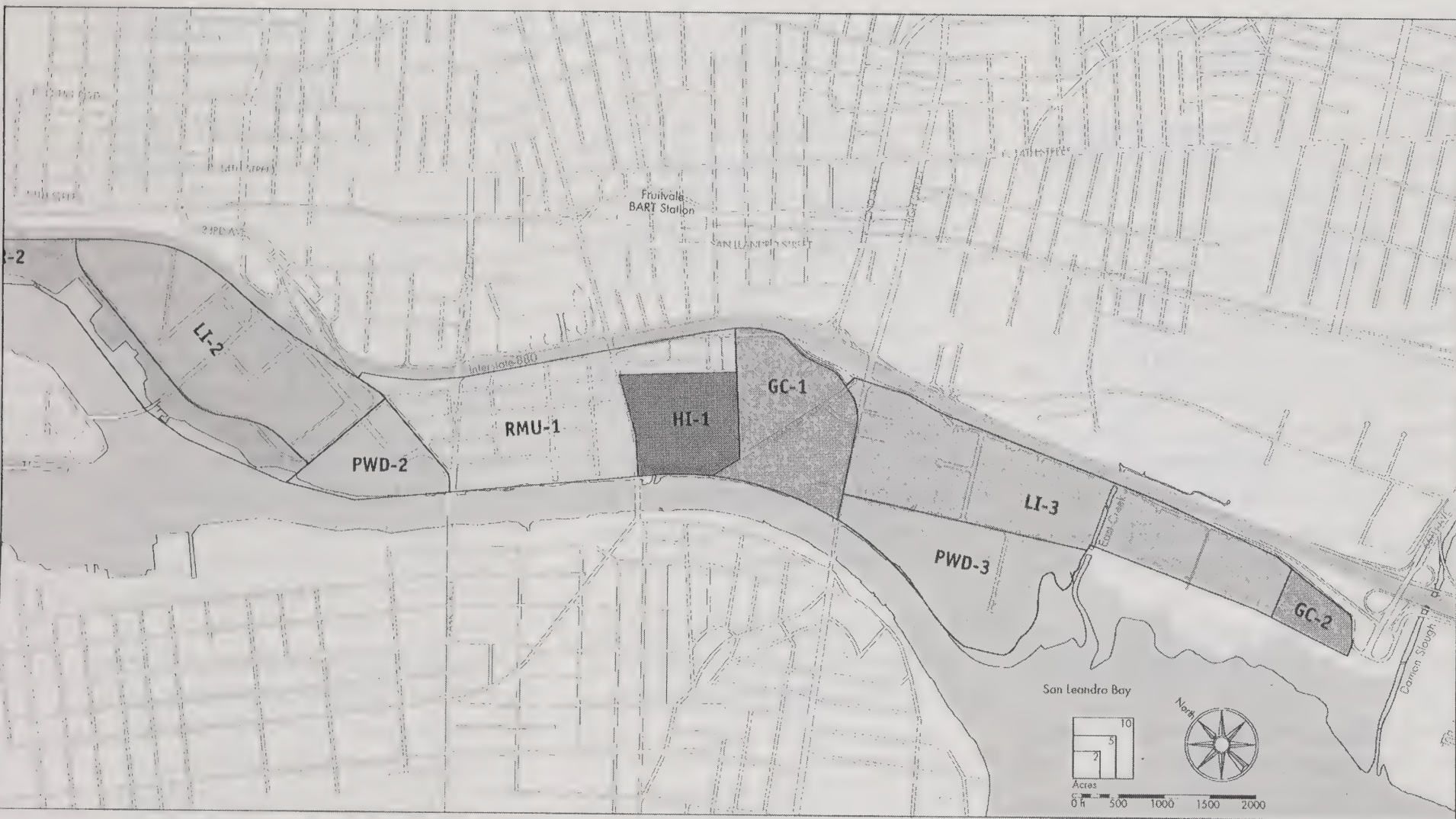


FIGURE IV-1: Regulatory Framework

<b>RDE</b>	RDE - Retail Dining and Entertainment	<b>PM-1</b>	PM-1 - Produce Market	<b>PWD</b>	PWD - Planned Waterfront District
<b>ORD</b>	ORD - Off Price Retail District	<b>WCR</b>	WCR - Waterfront Commercial Recreational	<b>LI</b>	LI - Light Industrial
<b>MUD</b>	MUD - Mixed Use District	<b>WMU</b>	WMU - Waterfront Mixed Use	<b>HI</b>	HI - Heavy Industrial
<b>RMU</b>	RMU - Residential Mixed Use	<b>GC</b>	GC - General Commercial		





quire significant site or circulation improvements prior to new development proceeding.

Although the Estuary Plan provides policy direction and general development regulations for these areas, the plan recognizes that further refinement will be required at the time of development to fully take advantage of opportunities that may be discovered, and to address constraints. Such Specific Plans should be guided by the policies and development regulations of the Estuary Plan, providing more detailed policy direction on development intensity, land use mix, building form and orientation, phasing and financing of public improvements in relation to development, and implementation approaches. The plan targets several subareas within the planning area for the preparation of Specific Plans, to be undertaken prior to the issuance of development permits that would foreclose the ultimate land use, open space or circulation objectives for the area. These areas include the three zones designated as Planned Waterfront Districts within the Estuary Planning Area (Figure IV-1).

*13.1: Prepare a Specific Plan for the area between Estuary Park and Ninth Avenue.*

The area between Estuary Park and Ninth Avenue (PWD-1) includes the Fifth Avenue Point community and the Ninth Avenue Terminal. Much of the area is in public ownership, but will require considerable site preparation prior to development, including relocation of the Ninth Avenue Terminal, remediation of contaminated soils, and shoreline stabilization. A Specific Plan should focus on implementation of the Estuary Plan's objectives for the creation of a significant public-oriented district with major open space amenities linking to Lake Merritt and the Jack London waterfront.

*13.2: Prepare a Specific Plan for Con-Agra and the adjacent properties when existing businesses are no longer viable in the area.*

The waterfront lands immediately east of Union Point (PWD-2), which include the existing Con-Agra plant and adjacent businesses, provide future opportunities for the creation of a waterfront-oriented mixed-use district that provides improved public access along the shoreline. The Specific

Plan for this area should provide for the orderly transition of this area from heavy and light industrial uses, devising a specific program of land uses and intensities as well as a program for the implementation of public improvements, including the adjacent Embarcadero Parkway and proposed public open space.

*13.3: Prepare a Specific Plan for the waterfront properties east of High Street when the existing businesses are no longer viable.*

The waterfront properties south of Tidewater Avenue and east of High Street include a variety of industrial, gravel and storage uses, which may not be viable long-term activities. The Estuary Plan recognizes the opportunity to improve these properties for employment uses that can take advantage of the waterfront setting and contribute to public access and enjoyment of the Estuary. The Specific Plan should provide more detailed policy direction on the mix of uses, the form and configuration of development, and the implementation program for the phasing and funding of public improvements.



IMP-14: Undertake the preparation of more detailed transportation and “plan-line” studies to establish the specific alignments and rights-of-way for the Embarcadero Parkway.

The Embarcadero Parkway is a key component of the vision of a publicly accessible waterfront along the Estuary. Its ultimate implementation, however, will require acquisition of portions of certain private properties over an extended period of time. To this end, the City and the Port should pursue further studies to finalize the precise alignment of the parkway, and to establish plan-line rights-of-way and a financing program for the acquisition of properties as required.

*IMP-15: Require, as a condition of new development, assistance in the implementation of key streetscape and public open space improvements that are immediately adjacent to the subject properties.*

The City and Port should undertake negotiations with project applicants to promote the construction of adjacent

streetscape and open space improvements as a condition of development. Development occurring along street frontages should be responsible for the improvement of sidewalks, landscaping and lighting in a manner that is equitable, appropriate, and consistent with the standards set forth in the Estuary Plan.

In a similar manner, development sites spanning streets should be responsible for the implementation of streetscape and open space improvements provided for in this plan, and development along the shoreline should be responsible for public access and promenade improvements immediately adjacent to it. More specifically:

- Development of waterfront-oriented uses on Site A (the Meadow) (RDE-1) should include improvement of the proposed Meadow Green open space.
- Development of the Phase Two Port properties between Webster and Alice streets (WCR-1) should include improvement of the proposed Marina Green and the portion of the Webster Street Green south of the Embarcadero,

and shoreline improvements adjacent to the Jack London Village.

## DEVELOPMENT REGULATIONS

Eighteen land use districts (Figure IV-1) have been established along the five-mile length of the Estuary planning area. Each district is unique in terms of its land uses, its existing and potential relationship with the waterfront, and its ability to achieve the overall goals and objectives of the Estuary Plan. The following provides a description of regulations related to land and water uses, development intensities, and development standards for each of these districts:

### LI-1: Light Industrial

(Adeline to Martin Luther King, Jr. Blvd)

*Overall Intent:* Maintain light industrial and manufacturing uses that provide support to the adjacent maritime area and the downtown, but are compatible with the adjacent West Oakland neighborhood.

*Allowable Land Uses:* Land uses shall be consistent with the allowable industrial and

manufacturing uses under the existing zoning for the area.

**Conditional Land Uses:** Conditional uses shall be consistent with the existing zoning for the area. Work/live and residential shall not be permitted as a conditional use within this area.

**Intensity:** Maximum FAR of 2.0.

**Development Standards:** In addition to provisions of the existing zoning, the following standards shall apply to this area:

**Height:** New development shall not exceed a maximum height of 45 feet or three floors, whichever is less.

**Setbacks:** New development shall include a front yard setback of 10 feet from any property line adjacent to a public right-of-way.

**Parking:** Onsite parking visible from public rights-of-way shall be landscaped in a manner that effectively screens such parking from predominant view and provides shade.

**Outdoor Storage:** Outdoor storage and equipment yards shall be visually screened from public rights-of-way.

### **ORD-1: Off-Price Retail District** (Martin Luther King, Jr. Boulevard to Washington Street)

**Overall Intent:** Promote the expansion of off-price and home improvement retail stores that can further establish this area as a retail destination complementary to the Jack London waterfront and downtown.

**Allowable Land Uses:** Retail, restaurant, office, and work/live.

**Required Ground-Level Uses:** Retail, restaurant, or other public-oriented active uses (e.g., community services, financial services, cultural uses, and other uses deemed to promote an active street frontage) shall be required along the Washington Street frontage between the Embarcadero and Fourth Street.

**Conditional Land Uses:** Light industrial, warehousing and distribution, subject to determination by the Planning Commis-

sion or Port Commission that such uses are not in conflict with the primary land use intent of the area. In addition, a public parking structure may be constructed within this area to serve the off-price retail district and the Jack London and Broadway subareas to the east, provided that:

- a) the structure is designed to be complementary with surrounding uses; and
- b) the parking structure includes ground-level retail uses oriented to Clay and Second streets.

**Intensity:** Maximum FAR of 1.0.

**Development Standards:**

**Height:** Maximum height shall be 45 feet or three floors, whichever is less. No height limits shall be imposed on parking structures, provided that such structures are designed in a manner that optimizes parking efficiencies while maintaining a complementary relationship with adjacent structures and the character of the area.



*Setbacks/Build-to Lines:* New development shall maximize opportunities for streetfront store frontages by building retail or office uses to the sidewalk edge; priority for these frontages shall be given to the north-south streets (Jefferson, Clay, Washington), which provide important linkages to the waterfront.

### **RD&E-1: Retail, Dining,**

Entertainment (Phase One: Jack London Waterfront)

*Overall Intent:* Intensify and enhance public-oriented uses and activities that strengthen the attractiveness of the area as an active and pedestrian-friendly waterfront destination.

*Allowable Uses:* Retail, restaurant, entertainment, marina support, cultural, hotel, upper level office, public parks, and open space.

*Required Ground-Level Uses:* Active public-oriented uses (e.g., retail, restaurant, cultural) on ground floors adjacent to Water, Clay, Washington, Broadway, Franklin and Webster streets; the

Embarcadero between Clay and Webster streets; and the proposed Meadow Green south of Water Street.

#### *Allowable Water Uses:*

- *Between Clay and Jefferson Streets:* Mooring of historic vessels in the boat basin, ferry operations, transient mooring.
- *Between Clay and Webster Streets:* Mooring of recreational and charter vessels, transient mooring, ferry operations, public access and viewing.

*Intensity:* Maximum FAR of 3.0.

#### *Development Standards:*

*Height:* The height of development within this area shall be as follows:

- a) North of Water Street, between Clay and Franklin streets, development shall be permitted to a maximum height of 90 feet or six floors, whichever is less;

- b) North of Water Street, between Franklin and Webster streets, development shall be permitted to a maximum height of 60 feet or five floors, whichever is less;

- c) North of Water Street, between Jefferson and Clay streets, development shall not exceed 45 feet or three floors, whichever is less;

- d) South of Water Street, development shall not exceed 25 feet or two floors, whichever is less, except for the food pavilions and cafe extensions described below, which shall not exceed one floor in height.

*Setbacks:* All development shall be set back from the water's edge (i.e., top of bank) by a minimum of 40 feet for the creation of publicly accessible promenades.

*Build-to Lines:* All development shall be built to the streetfront property lines along Clay, Washington, Broadway, Franklin and Webster streets.

*View Corridors:* Public views to the water shall be maintained and enhanced along all

of the north-south streets within this district, including Clay, Washington, Broadway, Franklin and Webster streets. In addition, views shall be maintained:

- a) from Water and Washington streets to the Howard Terminal cranes across the proposed Meadow Green;
- b) along Water Street between Franklin and Webster streets to the marina, Estuary, and the planned Marina Green to the east; and
- c) from the foot of Broadway to the Estuary, the working waterfront, and the San Francisco skyline to the west.

*Food Pavilions:* Between Broadway and Franklin streets, up to 5,000 square feet of enclosed space will be permitted to be constructed in pavilion structures, provided that:

- a) such structures are primarily dedicated to the retailing of consumable food items (e.g., ice cream, coffee, juices, deli items, candy, etc.); limited sales of souvenirs and other dry goods will also be

permitted, provided that food sales are the primary activity);

- b) the pavilions are no more than 25 feet or one floor in height;
- c) they maintain a minimum clear promenade width of 40 feet along Water Street; and
- d) they are predominantly transparent, with a distinctive roof treatment and generous awnings, and that they contribute to the activation and visual attractiveness of the Jack London waterfront.

*Cafe Extensions:* Between Franklin and Webster streets, enclosed cafe extension structures up to 25 feet or one floor in height will be permitted to extend southward from the existing structure, provided that:

- a) such structures are predominantly transparent (glass); and
- b) the structures maintain a minimum clear promenade width of 40 feet along the water's edge.

*Parking:* Above-grade parking shall not be permitted south of the Embarcadero, with the exception of the block between Clay and Jefferson streets, provided that such parking is fully encapsulated and architecturally integrated as part of a development project. A limited number of curbside loading spaces will be permitted along Clay and Water streets for short-term use by marina and hotel patrons.

*Loading:* No service or loading docks shall be permitted south of Water Street within this district.

## **RD&E-2: Retail, Dining, Entertainment** (Broadway Spine)

*Overall Intent:* Enhance and intensify Lower Broadway as an active pedestrian-oriented entertainment district that can help to create stronger activity and pedestrian linkages with downtown Oakland, Old Oakland, and Chinatown.

*Allowable Uses:* Retail, restaurant, entertainment, hotel, upper level office, cultural, parks, and public open space.



**Required Ground-Level Uses:** Active public-oriented ground-level uses (e.g., retail, restaurant, cultural, financial services, and other uses deemed to promote an active streetfrontage) along Broadway, Fourth, Third and Second streets, and the Embarcadero.

**Conditional Uses:** Other uses, subject to findings by the Port and/or Planning Commission that such uses are complementary with the overall intent of the district and the objectives and policies of the Estuary Plan. In addition, a public parking structure will be permitted within this district, provided that:

- a) the structure is designed to be complementary with surrounding uses;
- b) the parking structure includes ground-level retail, restaurant, or public-oriented uses oriented to any streetfrontage, to the maximum extent practicable;
- c) any parking facade adjacent to Broadway, or within 100 feet of it along the side streets, be designed to conceal the parking and include architectural

expressions or openings that contribute to the visual interest and entertainment theme of the area; and

- d) vehicular access/egress to the parking structure is limited to the east-west streets, and that such access is at least 100 feet from Broadway.

**Intensity:** Maximum FAR of 3.0.

**Development Standards:**

**Height:** The maximum height of new development within this district shall be 90 feet or six floors, whichever is less. All development above a height of 65 feet shall be stepped back from the face of the building by 20 feet, except within 30 feet of corners, where special architectural expression is encouraged.

**Build-to Lines:** Development shall be constructed to the streetfront property line along Broadway in order to maintain and reinforce the spatial integrity of the street.

## **WCR-1: Waterfront Commercial Recreation**

(Phase Two: Jack London Waterfront)

**Overall Intent:** Extend public-oriented waterfront activities west from Webster Street to Alice Street, in conjunction with enhanced public access, open space and recreational opportunities.

**Allowable Uses:** Retail, restaurant, cultural, office, hotel, commercial-recreational, conference, health club, parks, and public open spaces.

**Required Ground-Level Uses:** Active public-oriented uses (e.g., retail, restaurant, cultural) on ground floors adjacent to Water and Webster streets, and adjacent to the proposed Marina Green and waterfront promenade.

**Conditional Uses:**

- a) *Large internal entertainment uses* (e.g., cinemas, nightclubs, etc.) will be subject to a General Plan amendment and Planning Commission findings that such uses are consistent with the overall intent

of the district; that such uses cannot feasibly be developed in the RDE-1 or RDE-2 areas; and that such uses can be designed to maintain an active and public-oriented waterfront environment.

- b) Upper level residential will be permitted, subject to Port and Planning Commission findings that such use is complementary with the overall intent of the commercial-recreational district, and that such uses will not conflict with the public orientation and events programming of the waterfront.

*Allowable Water Uses:*

*Between Webster and Harrison Streets:*

Mooring of recreational vessels, transient mooring, ferry operations, fueling, public access and viewing.

*Between Harrison and Alice Streets:*

Open water.

*Intensity:* Maximum FAR of 3.0.

*Development Standards:*

*Height:* The maximum height of development within this area shall be 60 feet or five floors, whichever is less, with the exception of:

- a) the hotel development parcel east of Harrison Street and south of the Embarcadero, which shall be permitted to 85 feet or eight floors, whichever is less, provided that the development is massed to minimize shading of the proposed Marina Green and that the massing is composed to create a distinctive visual landmark at the western terminus of the Jack London waterfront; and
- b) the development parcels south of Water Street between Webster and Harrison streets (i.e., the proposed harbormaster building and the existing Il Pescatore Restaurant), which shall be limited to 25 feet or two floors in height.

*Setbacks:* All new development shall be set back from the water's edge by a minimum of 40 feet in order to create a public promenade, except on the southern face of

the proposed hotel site, which shall be set back from the Estuary shoreline by 60 feet.

*Build-to Lines:* All development shall be built to the established streetfront property or parcel lines along Water, Webster and Harrison streets to ensure the spatial integrity of the proposed Webster Street Green and Marina Green.

*View Corridors:* Public views to the water shall be maintained and enhanced as possible along all north-south streets within this district, including Webster, Harrison and Alice streets. In addition, views to the Estuary and Alameda shall be maintained across the planned Marina Green between the proposed harbormaster building and Harrison Street.

*Historic Preservation:* The First and Last Chance Saloon shall be retained as a landmark feature within the area, either in place of or as an integral part of the commercial-recreational frontage along the proposed Marina Green.

*Parking:* Surface parking shall not be permitted south of the Embarcadero, except



for curbside parking along Alice Street and short-term loading spaces for the marina and hotel along Webster, Harrison and Water streets. Encapsulated structured parking and basement parking (up to 600 spaces) will be permitted south of the Embarcadero, provided that such spaces are not visible from the Marina Green.

*Loading:* No service or loading docks shall be permitted south of Water Street. Such docks shall be confined to frontages along the Embarcadero or the north-south streets.

### **PM-1: Produce Market**

(Franklin Street between Second and Fourth Streets)

*Overall Intent:* Retain the historic architectural character and integrity of the Produce Market District, and promote uses that maintain the viability, life, and activity of the area.

*Allowable Uses:* Wholesale food, retail, restaurants, office, work/live lofts, cultural, outdoor markets, parks, and public open spaces.

*Conditional Uses:* Light industrial, warehousing, and other uses, subject to Planning or Port Commission findings that such uses are complementary with the overall intent of the district, and that they do not foreclose ultimate conversion to more active and public-oriented uses.

*Intensity:* Maximum FAR of 1.0.

#### *Development Standards:*

*Height:* The maximum height of development shall be 30 feet, or two floors.

*Adaptive Reuse:* All structures within this district should be rehabilitated and adaptively reused as feasible, maintaining the historic character of the buildings. If new construction is required, development shall replicate the historic market structures, including:

- a) the awnings that project above the sidewalks;
- b) the palette of materials, including corrugated metal, wood, etc.; and

- c) the general massing and height of the existing development as it is viewed from public streets.

*Build-to Lines:* All development shall be constructed to the property lines of Franklin, Fourth, Third and Second streets.

*Parking:* Consistent with existing City policy, adaptive reuse of the existing buildings will be exempted from onsite parking requirements. However, such properties should be included within any parking district that is established for the Jack London District.

### **MUD-1: Mixed Use Loft District**

(Franklin Street to Lake Merritt Channel)

*Overall Intent:* Encourage the development of nontraditional higher density housing (work/live lofts, artist studios) within a context of commercial and light industrial/manufacturing uses.

*Allowable Uses:* Light industrial, warehousing, wholesale, retail, restaurant, office, residential, work/live loft units, parks, and public open spaces.

**Conditional Uses:** Manufacturing, assembly, or other uses, subject to Planning Commission findings that such uses are consistent with the overall intent of the district and can be made compatible with adjacent uses.

**Intensity:** Maximum FAR of 3.0, or 60 units per acre, whichever is less.

**Development Standards:**

**Height:** Maximum height of 60 feet or five floors, whichever is less.

**Build-to Lines:** At least 75 percent of the frontage of new development shall be built to the property line of the street to maintain and extend the scale and fabric of the existing district.

**Setbacks:** A minimum side and/or rear yard setback of 25 feet shall be established between any residential and light industrial uses. New uses shall be required to establish the setback and construct a six-foot wall to avoid land use conflicts.

**Webster Green and Lake Merritt Channel Frontage:** New development along the frontage of the Webster Green and Lake Merritt Channel shall be oriented to the street or open space, with primary building entries facing the public right-of-way. Curb cuts, vehicular access, and servicing areas will not be permitted along these frontages.

**Parking/Loading:** Onsite parking and loading for new development shall be predominantly concealed from public view from the street, and encapsulated within buildings and/or located in rear yard areas.

**WMU-1: Waterfront Mixed Use**  
(Site B, Lincoln Properties, KTVU, Portobello)

**Overall Intent:** Allow for a mixture of uses that complements the waterfront setting, and maintains and enhances views and public access to the waterfront.

**Allowable Uses:** Residential, office, retail and restaurant establishments less than 10,000 square feet, parks, and public open spaces.

**Allowable Water Uses:**

**Between Alice and Oak Streets:** Open water shall be maintained. A limited amount of transient mooring shall be permitted parallel to the shoreline, provided that such mooring occurs outside of the north-south view corridors.

**Between Oak and Fallon Streets:** Mooring of recreational vessels in a marina configuration will be permitted, up to the existing number of slips.

**Intensity:** Maximum FAR of 2.0 or 40 dwelling units per acre, whichever is less.

**Conditions of Development:** New development shall be responsible for construction of the adjacent waterfront promenade and greenway, as well as internal public access easements.

**Development Standards:**

**Height:** Buildings shall not exceed a height of 45 feet or four floors, whichever is less.



*Setbacks:* All development shall be set back from the waterfront edge by a minimum of 80 feet for the creation of a generously landscaped greenway and waterfront promenade.

*View Corridors:* View corridors at least 80 feet wide shall be maintained, and improved as possible, along the extensions of the north-south streets through this district, including Alice, Jackson, Madison, Oak and Fallon streets.

*Public Access:* A public access easement shall be maintained within the 80-foot setback along the waterfront edge, and along the southern extensions of Alice and Madison streets (KTVU). A continuous promenade at least 25 feet wide shall be provided along the shoreline edge.

*Parking:* Parking and loading facilities shall not be visible from the waterfront edge, and shall be encapsulated within buildings or located in well-landscaped surface parking lots sited within development parcels.

## **PWD-1: Planned Waterfront Development**

(Estuary Park to Ninth Avenue)

*Overall Intent:* Provide for the transformation of maritime and marine industrial uses into a public-oriented waterfront district, that maximizes public access and open space opportunities and maintains the unique mix of light industrial, manufacturing, artist lofts and workshops at the foot of Fifth Avenue.

### *Allowable Uses:*

*Between Fallon Street and the Fifth Avenue Extension:* Public recreational uses, including boating clubs, community and cultural uses, parks, and public open spaces.

*Between the Fifth Avenue Extension and Clinton Basin:* Light industrial, manufacturing, assembly, artist workshops, cultural, work/live studios, offices, neighborhood commercial, restaurants, parks, and public open spaces.

*West of Clinton Basin:* Hotel, conference, restaurant, commercial-recreational, cultural, parks, and public open spaces.

*Conditional Uses:* Other uses, subject to findings by the Port or Planning Commission that such uses are consistent with the objectives and policies of the Estuary Plan and the overall intent of the district; that they can be made compatible with adjacent uses; and that they ensure the creation of an accessible and public-oriented waterfront.

### *Allowable Water Uses:*

*Between Estuary Park and Clinton Basin:* This area shall be maintained as predominantly open water for aquatic sports (e.g., rowing, paddle boats, boat launching, ferry service, etc.). Limited transient mooring of recreational vessels is permitted; permanent marina berthing shall be prohibited.

*Clinton Basin:* Marina mooring of recreational vessels, transient mooring and charter vessels, commercial fishing and marine sales, in a configuration that maintains a navigable channel in the center of the basin.

*Between Clinton Basin and the Ninth Avenue Terminal:* Marina mooring of recreational vessels and transient mooring in configurations that preserve at least 50 percent of the available water space within the pier head line for open water; mooring of one large vessel for cultural, community and limited entertainment uses (e.g., the Art Ship) in a configuration that minimizes obstruction of views and maximizes public access.

*Intensity:* Average FAR over the entire area of 0.5.

*Development Standards:*

*Height:* Development shall not exceed a maximum height of 30 feet or two floors, except for development within 150 feet of the Embarcadero east of Clinton Basin, which shall be permitted to a maximum height of 85 feet or eight floors, whichever is less, provided that such development conforms with more precise massing and bulk standards developed as part of a Specific Plan.

*Shoreline Treatment:* Removal of the Ninth Avenue pier building and pile-supported

deck shall be permitted to create a major waterfront public open space and promenade, and to maximize public views to the Estuary. Limited shoreline reconfiguration shall be permitted for purposes of stabilization and enhanced public access, provided that no net gain of fill is created.

*Open Space:* A minimum of 40 acres of public open space shall be maintained within this district.

*Public Access:* Continuous public pedestrian access shall be provided along the water's edge from Estuary Park to the Ninth Avenue Terminal. A promenade with a minimum width of 25 feet shall be provided.

*Setbacks:* Development shall be set back from:

- a) the Clinton Basin edge by at least 25 feet; as part of the Specific Plan process, a parcelization plan shall be established with precise setback and build-to lines prescribed;

- b) the Embarcadero by 25 feet, to create an appropriate landscaped edge to the planned Embarcadero Parkway.

*View Corridors:* Key viewsheds and corridors within this district include:

- a) Unobstructed views from the Embarcadero to the Estuary and the mouth of Lake Merritt, from the extension of Fallon Street on the west to the Fifth Avenue extension on the east.
- b) A view corridor 350 feet wide from the Embarcadero southward along Clinton Basin to the Estuary.
- c) A 150-foot-wide view corridor from the Embarcadero southeast to the Ninth Avenue Terminal and Estuary. (Note: implementation of this view corridor will require removal of the Ninth Avenue Terminal warehouse.)
- d) In addition to the above, additional view corridors 80 feet in width shall be provided from the Embarcadero southward to the planned Ninth Avenue Green and Estuary through the planned



development parcels east of Clinton Basin, at intervals not to exceed 450 feet.

These view corridors and viewsheds shall be refined and elaborated upon as part of the Specific Plan process.

*Parking:* Onsite parking shall be screened from predominant public view with generous landscaping and/or encapsulated and architecturally integrated within buildings.

## **WCR-2: Waterfront Commercial Recreation**

(Embarcadero Cove/Union Point)

*Overall Intent:* Encourage a mix of hotel, commercial-recreational and water-oriented uses that complement the recreational and open space character of the waterfront, enhance public access, and take advantage of highway visibility.

*Allowable Uses:* Hotel, restaurant, retail, marine services and boat repair, boat sales, upper level office, parks, and public open spaces.

*Allowable Water Uses:* Marina mooring of recreational vessels, transient mooring, charter vessels, boat sales, and boat launching, provided that the following areas of open water are maintained:

- a) a minimum of 800 feet of shoreline in the vicinity of the Government Island Bridge (Dennison Street); and
- b) a minimum of 1,200 feet of shoreline adjacent to Motel Six, Executive Inn, and properties west to the Pacific Drydock site.

Within these areas of open water, limited mooring of vessels will be permitted insofar as such mooring serves a water-dependent land use, ferry operation, etc.

*Intensity:* Maximum FAR of 0.5.

### *Development Standards:*

*Height:* Development shall not exceed a maximum height of 35 feet or three floors, whichever is less.

*Shoreline Treatment:* Limited shoreline reconfiguration is permitted for purposes of stabilization and enhanced public access, provided that no net gain of fill is created.

*Public Access:* Continuous public pedestrian access with a promenade at least 12 feet wide shall be provided along the water's edge from the Ninth Avenue Terminal to Union Point Park, except where boat repair yards or other water-dependent uses present public safety risks, in which case inland walkways with a minimum width of five feet shall be provided to connect adjacent waterfront promenades.

*Setbacks:* New development shall be set back from:

- a) the Embarcadero by 25 feet, to create a landscaped edge appropriate to the planned parkway; and
- b) the water's edge by a minimum of 25 feet.

*View Corridors:* The siting of buildings shall ensure view corridors to the Estuary from the Embarcadero, with a minimum width

of 80 feet, at intervals of no less than 450 feet along the length of Embarcadero Cove.

*Parking:* No structured parking garages will be permitted within this district. Parking shall be provided in well-landscaped surface lots that are oriented away from the waterfront to the maximum extent practicable. Parking lots can be used to achieve view corridor requirements, provided that the landscaping is designed to permit views to the water.

## **LI-2: Light Industrial** (Brooklyn Basin)

*Overall Intent:* Maintain light industrial, food processing and manufacturing uses, allowing a limited amount of office, residential, institutional or commercial uses.

*Allowable Land Uses:* Allowable uses under the existing zoning, including light industrial, food processing, wholesale, distribution, work/live lofts, parks, and public open spaces.

*Conditional Land Uses:* Conditional uses shall be consistent with the existing zoning,

subject to Port or Planning Commission findings that such uses are not in conflict with the objectives and policies of the Estuary Plan or the overall intent of the district.

*Intensity:* Maximum FAR of 2.0.

*Development Standards:* In addition to the provisions of the existing zoning, the following standards shall be applied to new development within this area:

*Height:* New development shall not exceed a maximum height of 45 feet or four floors, whichever is less.

*Setbacks:* New development shall be set back from the fronting property line along public streets and rights-of-way by 10 feet.

*Parking:* Onsite parking visible from public rights-of-way shall be generously landscaped to screen such parking from predominant public view and provide shade.

*Outdoor Storage:* Outdoor storage and equipment yards shall be permitted, provided that such areas are visually screened from public rights-of-way.

## **PWD-2: Planned Waterfront Development** (Con-Agra/Lone Star/Ready-Mix)

*Overall Intent:* Provide for the continuation of existing industrial uses, allowing for their future transition to a higher density mix of urban uses if the existing uses prove to be no longer viable in this area.

*Allowable Uses:* Uses permitted under the existing zoning, parks, and public open spaces.

*Conditional Uses:* In addition to the conditional uses permitted under the existing zoning, office, residential, retail and restaurant uses will be permitted, subject to the preparation of a Specific Plan.

*Allowable Water Uses:* Mooring of commercial and recreational vessels parallel with the shoreline.

*Intensity:* Maximum FAR of 2.0.

*Development Standards:* Existing M-40 development standards shall prevail until preparation of a Specific Plan, which shall



establish new standards. Specific Plan development standards shall build upon the following preliminary standards:

*Height:* Development shall not exceed a maximum height of 85 feet or eight floors, whichever is less. Development shall generally step down toward the waterfront.

*Open Space:* A minimum of two acres of publicly accessible open space shall be created along the waterfront within this district.

*Public Access:* Continuous public pedestrian access shall be provided along the water's edge from Union Point Park to the 29th Avenue Bridge. Provision for the extension of the Embarcadero Parkway from the Embarcadero to 29th Avenue shall also be made. The design of the parkway shall provide for an at-grade intersection with pedestrian crossings at the 29th Avenue Bridge.

*Setbacks:* Development shall be set back from the Embarcadero Parkway by 15 feet. A more specific parcelization plan with setback and build-to requirements shall be established as part of the Specific Plan.

*View Corridors:* A pattern of streets and blocks shall be created within the development to provide view corridors between existing streets (i.e., the Embarcadero, Kennedy Street, 23rd Avenue) and the Estuary. These view corridors and viewsheds shall be refined and elaborated upon as part of the Specific Plan process.

*Parking:* Onsite parking shall be screened from predominant public view with generous landscaping and/or encapsulated and architecturally integrated within buildings.

#### **RMU-1: Residential Mixed Use** (Kennedy Tract Waterfront)

*Overall Intent:* Enhance and strengthen the viability and attractiveness of the Kennedy Tract as a mixed-use residential neighborhood of low to medium-density housing within a fine-grained fabric of commercial and light industrial uses.

*Allowable Uses:* Residential, work/live, light industrial, neighborhood-serving retail less than 5,000 square feet, offices less than 15,000 gross square feet, public parks, and open spaces.

*Conditional Uses:* Warehousing uses that are ancillary to an allowable use; outdoor storage, provided that it is ancillary to an allowable use, less than 50 percent of the site area, and screened from public view; and other uses subject to Port or Planning Commission findings that such uses are consistent with the overall intent of the district.

*Allowable Water Uses:* Marina and transient mooring of recreational vessels parallel with the shoreline, provided that 30 percent of the shoreline edge is maintained in open water.

*Intensity:* Maximum density of 1.0 FAR, or 40 units per acre, whichever is less.

#### *Development Standards:*

*Height:* Development shall not exceed a maximum height of 45 feet or four floors, whichever is less.

*Public Access:* Continuous public pedestrian access shall be provided along the water's edge by means of a promenade at least 12 feet in width. Public access easements shall

also be provided along the extensions of Peterson, Derby and Lancaster streets.

*View Corridors:* Redevelopment of the waterfront sites south of Glasscock Street shall provide for view corridors at least 80 feet wide along the extensions of Peterson, Derby and Lancaster streets.

*Setbacks:* A setback of 15 feet shall be required for development fronting the planned Embarcadero Parkway. In addition, the following setbacks shall be established:

- a) A minimum front yard setback of 10 feet along all other streets within this district.
- b) Side and rear yard setbacks of at least 25 feet between adjoining residential and light industrial properties. A six-foot wall shall be constructed along the property line of such adjoining uses to mitigate noise and visual incompatibilities.
- c) A minimum rear yard setback of 10 feet shall be provided for all other development conditions.

*Street Orientation:* All development shall establish its primary pedestrian entries from the street on which it fronts.

*Lot Size:* Maximum 40,000 square feet; minimum 3,000 square feet.

*Parking:* Onsite parking shall be screened from predominant public view in rear yard surface lots and/or architecturally integrated and encapsulated within development projects.

### **HI-1: Heavy Industrial** (Owens-Brockway)

*Overall Intent:* Retain the existing glass recycling and manufacturing functions within this area, and promote an enhanced relationship with the adjoining Kennedy Tract neighborhood, Fruitvale Avenue, and the waterfront.

*Allowable Uses:* Allowable heavy industrial uses under the existing zoning shall prevail.

*Allowable Water Uses:* Open water.

*Intensity:* Maximum FAR of 0.75.

*Development Standards:* In addition to the provisions of the existing zoning, the following standards shall apply:

#### *Edge Treatments:*

- a) Along the northern boundary of Owens-Brockway, a soundwall should be constructed to reduce noise and visual conflicts with single-family homes along Elmwood Avenue.
- b) A landscaped edge treatment with a sidewalk should be constructed along the Fruitvale Avenue frontage.
- c) Alameda Avenue should be improved as a landscaped waterfront parkway, with bicycle and pedestrian access along the shoreline.

### **GC-1: General Commercial** (42nd/High Street/Super K-Mart)

*Overall Intent:* Provide for the expansion of regional-serving retail and commercial uses that can benefit from freeway accessibility.



**Allowable Uses:** Retail, office, general commercial, hotel, light industrial, parks, and public open spaces.

**Conditional Uses:** Multi-family residential, and other uses that the Planning Commission determines are consistent with the overall intent of the district and compatible with adjacent uses.

**Intensity:** Maximum FAR of 0.5.

**Development Standards:**

**Height:** Development shall not exceed a maximum height of 45 feet or four floors, whichever is less.

**Public Access:** Continuous public pedestrian access shall be provided along the water's edge by means of a promenade at least 12 feet in width.

**View Corridors:** Continuous unobstructed views to the Estuary from the proposed Embarcadero Parkway extension should be created. In addition, redevelopment of this area should provide perpendicular view corridors at least 80 feet wide from inland

sites to the waterfront at intervals of no less than 450 feet.

**Setbacks:**

- a) A setback of at least 25 feet shall be established along the Embarcadero Parkway extension.
- b) A minimum setback of 10 feet along all other streets within this district shall be established.

**Parking:** Onsite parking shall be generously landscaped to provide shade, and to screen parking areas from predominant public view.

**LI-3: Light Industrial**  
(East of High Street/North of Tidewater)

**Overall Intent:** Maintain light industrial, wholesale/retail, manufacturing and public utility uses while providing for enhancement of the waterfront environment.

**Allowable Uses:** Allowable uses shall include those industrial and commercial uses permitted under the existing zoning.

**Intensity:** Maximum FAR of 0.5.

**Development Standards:** In addition to the provisions of the existing zoning, the following development standards shall be applied to new development in this area:

**Height:** New development shall not exceed a maximum height of 45 feet or four floors, whichever is less.

**Setbacks:** New development shall be set back from the planned Embarcadero Parkway by at least 50 feet in order to maintain the natural character of the area. Development shall incorporate landscaping and walls that screen views of storage yards and other service areas. New development shall be set back from Oakport Street by 25 feet, and from other public streets by a minimum of 10 feet.

**Parking:** Onsite parking visible from public rights-of-way shall be generously landscaped to provide shade, and to screen parking areas from predominant public view.

**Outdoor Storage:** Outdoor storage and equipment yards shall be permitted,

provided that such areas are visually screened from public rights-of-way.

### **PWD-3: Planned Waterfront District**

(East of High Street/South of Tidewater)

***Overall Intent:*** Provide for the continuation of existing industrial uses on properties south of Tidewater Avenue, allowing for their transition to light industrial, research and development, and office uses in a waterfront business park setting.

***Allowable Uses:*** Allowable uses shall include those permitted under the existing zoning, including office, research and development, public parks, and open spaces.

***Allowable Water Uses:*** Open water.

***Intensity:*** Maximum FAR of 0.5.

***Development Standards:*** Existing development standards shall prevail until preparation of a Specific Plan, which shall establish new standards. Specific Plan development standards shall build upon the following preliminary standards:

***Height:*** Development shall not exceed a maximum height of 35 feet or three floors, whichever is less.

***Open Space:*** A minimum of four acres of publicly accessible open space shall be created along the waterfront within this district.

***Public Access:*** Continuous public pedestrian access shall be provided along the water's edge from High Street to Damon Slough and the existing Martin Luther King, Jr. shoreline park.

***Setbacks:*** Development shall be set back from the water's edge by an average of 300 feet (150-foot minimum) to provide for publicly accessible open space, the waterfront promenade, and a bikeway. A more specific parcelization plan with setback and build-to requirements shall be established as part of the Specific Plan.

***View Corridors:*** A pattern of streets and blocks shall be created within the development to provide view corridors between existing streets (i.e., Tidewater Avenue or the future Embarcadero Parkway, Lesser Street) and the Estuary. In addition, view corridors

at least 80 feet wide should be provided at intervals no greater than 450 feet along Tidewater Avenue. These view corridors and viewsheds shall be refined and elaborated upon as part of the Specific Plan process.

***Parking:*** Onsite parking shall be screened from predominant public view with generous landscaping and/or encapsulated and architecturally integrated within buildings.

### **GC-2: General Commercial** (66th Avenue and I-880)

***Overall Intent:*** Encourage a mixture of commercial uses that benefits from freeway visibility and Coliseum proximity, and is supportive of the recreational and open space role of the waterfront and the Martin Luther King, Jr. Regional Shoreline Park.

***Allowable Uses:*** Retail, restaurant, office, entertainment, hotel.

***Conditional Uses:*** Light industrial, warehousing, outdoor storage, and other uses deemed by the Port or Planning Commission to be consistent with the



objectives and policies of the Estuary Plan, and the overall intent of this district.

*Intensity:* Maximum FAR of 0.5.

*Development Standards:*

*Height:* Development shall not exceed a maximum height of 35 feet or three floors, whichever is less.

*Setbacks:* New development shall be set back from the planned Embarcadero Parkway by at least 50 feet in order to maintain the natural character of the waterfront area. Development shall incorporate landscaping and walls that screen views of parking lots and other service areas. New development shall be set back from Oakport Street by a minimum of 25 feet.

*Parking:* Onsite parking shall be well landscaped to provide shade, and to screen parking areas from predominant public view. Support parking for the Martin Luther King, Jr. Regional Shoreline Park should be provided within this area.







# Appendix





# Summary of Objectives and Policies

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## OBJECTIVES

### Public Access and Open Space

OS-1: Create a clear and continuous system of public access along the Estuary shoreline.

OS-2: Punctuate the shoreline promenade with a series of parks and larger open spaces.

OS-3: Emphasize visual corridors and open space linkages to surrounding inland areas.

OS-4: Provide for a wide range of open space experiences along the shoreline.

OS-5: Develop opportunities for recreational activities that are oriented to the waterfront and serve identified neighborhood needs.

OS-6: Enhance natural areas along the shoreline.

OS-7: Encourage the development of educational and cultural programs and interpretive facilities that enhance understanding of the waterfront environment.

### Land Use

LU-1: Provide for publicly oriented activities that are oriented to the water.

LU-2: Provide for a broad range and mixture of activities within the Estuary area.

LU-3: Expand opportunities for employment along the Estuary shoreline, and enhance its attractiveness as a place to live.

LU-4: Create greater land use continuity between adjacent districts and the Estuary waterfront.

LU-5: Provide for the orderly transformation of land uses within the Estuary area.

### Circulation and Parking

CP-1: Improve and clarify regional access to Oakland's waterfront.

CP-2: Establish a continuous waterfront parkway.

CP-3: Balance through movement with local access along the waterfront.

CP-4: Strengthen local circulation connections between Oakland neighborhoods and the waterfront.

CP-5: Expand transit service to and along the waterfront.

CP-6: Improve pedestrian and bicycle circulation.

CP-7: Provide adequate parking without diminishing the quality of the urban environment.

## DISTRICT POLICIES

### The Jack London District

#### *Land Use*

JL-1: Reinforce retail, dining and entertainment uses along the waterfront, and extend these uses along Broadway to create a regional entertainment destination.

*1.1: Expand retail, dining and entertainment uses along the entire four-block frontage facing Broadway.*

*1.2: Pursue catalyst projects along the Lower Broadway corridor.*

*1.3: Intensify retail, dining and entertainment uses on the ground level of buildings within the Phase One Jack London waterfront.*

JL-2: Encourage the redevelopment of Jack London Square between Webster and Alice streets for commercial-recreational and waterfront-oriented uses, including a high-quality hotel.

*2.1: Encourage the redevelopment of key sites within the Phase Two waterfront.*

JL-3: Provide for the expansion of off-price retail establishments west of Broadway.

JL-4: Preserve the historic character of the Produce District, and encourage activities that create a vital and viable urban mixed-use district.

*4.1: Provide for a mix of new uses in the Produce District.*

*4.2: Encourage the sensitive rehabilitation and adaptive reuse of existing buildings.*

*4.3: Encourage the location of a farmers market along Franklin Street.*

JL-5: Encourage the development of nontraditional higher density housing within a context of commercial and light industrial/manufacturing uses, east of Broadway and north of the Embarcadero.

JL-6: Maintain light industrial and warehousing uses west of Martin Luther King, Jr. Boulevard.

JL-7: Allow for a mix of urban uses to the east of Alice Street that maintains and enhances views and public access to the waterfront.

#### *Public Access and Open Space*

JL-8: Create a continuous waterfront promenade along the water's edge.

*8.1: Establish a continuous waterfront promenade at least 25 feet wide along the*



*entire shoreline edge, from the foot of Clay Street to Estuary Park.*

*8.2: Establish minimum waterfront setbacks in the portion of the Jack London waterfront between Clay and Alice streets.*

*8.3: Establish public access along the historic boat basin.*

JL-9: Establish a well-structured system of water-oriented open spaces.

*9.1: Organize open spaces more effectively to enhance orientation and identity, and to improve the attractiveness of the area.*

*9.2: Improve existing open spaces.*

*9.3: Create new open spaces that enhance the sense of the waterfront and activities to and along it.*

JL-10: Continue to stage special events along the waterfront of the Jack London District.

JL-11: Ensure that the use and treatment of water spaces reinforce shoreline public

access and open space to optimize public enjoyment of the Estuary.

*11.1: Preserve the remaining areas of open water.*

*11.2: Enhance the historic boat basin.*

*11.3: Develop a new public access pier at the foot of Broadway.*

*JL-12: Maintain and enhance view corridors to the Estuary, and to the working waterfront.*

*12.1: Maintain, and in the future establish, the full width of the north-south streets as view corridors.*

*12.2: Establish other key viewsheds to the water.*

JL-13: Improve the streets within the Jack London District as an integral part of the public open space and public access system, providing clear linkages between inland areas and the waterfront.

*13.1: Improve Broadway in a manner appropriate to its civic scale and role in connecting the waterfront with the downtown.*

*13.2: Reinforce a food and market orientation in the design of Franklin Street.*

*13.3: Develop open space and pedestrian improvements along Webster Street that create a strong linkage to the waterfront.*

*13.4: Enhance and extend the pedestrian character of Washington Street.*

*13.5: Diminish the barrier effect of the I-880 viaduct.*

*13.6: Improve Third Street as the principal east-west connector for pedestrian, vehicular and bicycle movement.*

### *Circulation and Parking*

JL-14: Undertake I-880 and Alameda Tube improvements that will reduce dependence on local streets in the Jack London District for regional circulation.

JL-15: Improve streets within the Jack London District for local circulation and enhanced linkages to adjacent districts.

*15.1: Restrict travel lanes on local streets within the district.*

*15.2: Extend Third Street to Mandela Parkway.*

*15.3: Extend Franklin Street directly into Chinatown.*

*15.4: Reconfigure Webster Street south of Fourth Street to improve its linkage to the water and with Chinatown.*

*15.5: Develop additional at-grade rail crossings, wherever feasible.*

JL-16: Clarify vehicular access south of the Embarcadero in order to avoid pedestrian-vehicular conflicts.

*16.1: Prohibit circulation and parking along the Broadway and Franklin corridors.*

*16.2: Limit vehicular circulation south of the Embarcadero.*

JL-17: Provide for increased transit service to the Jack London District, which will reduce dependence on the automobile and relieve parking demand and traffic congestion.

*17.1: Expand the downtown trolley service to the waterfront.*

*17.2: Support water taxi service.*

*17.3: Establish additional transit corridors.*

*17.4: Promote special event shuttle service.*

JL-18: Enhance bicycle circulation through the Jack London District.

*18.1: Provide Class II bike lanes on Third Street.*

*18.2: Establish bike lanes on Washington Street.*

*18.3: Provide bike storage areas in appropriate locations.*

JL-19: Develop a coordinated parking strategy for the central area of the district that optimizes the use of parking facilities and takes maximum advantage of shared parking opportunities.

*19.1: Establish a parking district.*

*19.2: Provide on-street parking along all streets north of the Embarcadero.*

*19.3: Reconfigure areas beneath the I-880 freeway for public parking.*

*19.4: Remove all surface parking south of the Embarcadero.*

*19.5: Relocate existing valet parking operations at the foot of Broadway and Franklin streets.*

*19.6: Expand parking in structured garages with active ground floor uses.*

## **The Oak through Ninth District**

### ***Open Space and Public Access***

OAK-1: Establish a system of waterfront open spaces focused on the mouth of the Lake Merritt Channel and composed of a sequence of individual large parks.

*1.1: Expand Estuary Park.*

*1.2: Create a major new park on the east side of the Lake Merritt Channel.*



*1.3: Establish a linear open space composed of a series of smaller parks around Clinton Basin.*

*1.4: Establish a large park on the existing site of the Ninth Avenue Terminal.*

*1.5: Create a park on the north side of the Embarcadero that links to the water and is an integral part of a larger open space system extending up Lake Merritt Channel.*

OAK-2: Coordinate with public agencies in the area to extend the open space system to Lake Merritt.

OAK-3: Provide for continuous public access along the shoreline between the Jack London District and Embarcadero Cove.

OAK-4: Provide for a diversity of recreational experiences along this part of the shoreline.

*4.1: Provide for continuous pedestrian and bicycle movement along the water's edge.*

*4.2: Provide places for active field sports.*

*4.3: Focus aquatic sports within the mouth of Lake Merritt Channel.*

*4.4: Establish a location for large civic events and cultural activities.*

*4.5: Encourage the enhancement of wetland areas.*

OAK-5: Provide for some shoreline reconfiguration for purposes of stabilization and enhanced public access, provided that there is no net gain of fill.

OAK-6: Provide for predominantly open water at the mouth of the Lake Merritt Channel.

OAK-7: Provide for a limited number of new recreational slips east of Fifth Avenue.

OAK-8: Improve Clinton Basin to provide for the continued mooring of recreational vessels.

OAK-9: Allow for the mooring of vessels adjacent to the Ninth Avenue Terminal.

## *Land Use and Urban Design*

OAK-10: Provide for a mixed-use district north of the Embarcadero.

OAK-11: Preserve and expand the existing Fifth Avenue Point community as a mixed-use district of artists and artisan studios, small businesses, and water-dependent activities.

OAK-12: Facilitate the relocation of break-bulk cargo operations from the Ninth Avenue Terminal.

OAK-13: Provide for lively, publicly oriented activities that are complementary with the adjacent parks and open spaces along the water.

*13.1: Permit commercial-recreational development to the east of 5th Avenue, adjacent to waterfront open spaces.*

*13.2: Provide for a catalyst cultural use along the shoreline.*

OAK-14: Orient development to the water.

OAK 15: Require the remediation of contaminants prior to development and/or improvement of the site.

#### *Regional Circulation and Local Access*

OAK-16: Coordinate with Caltrans on the upgrade of the I-880 freeway to improve regional access to the waterfront.

OAK-17: Enhance Fifth Avenue as the principal pedestrian and vehicular linkage to the public open space and Aquatic Park.

OAK-18: Improve the Embarcadero east of Oak Street as a multimodal landscaped parkway with bicycle, pedestrian and vehicular facilities.

OAK-19: Provide for the extension of a pedestrian-oriented street grid east of Oak Street as the area redevelops.

OAK-20: Create a network of pedestrian-friendly streets that opens up views and access to the water.

OAK-21: Design parking to be convenient and complementary to the public orientation of uses within the area.

OAK-22: Establish a management program for special events access and parking.

OAK-23: Explore the future potential for a new BART station and major parking facility on BART property at Fifth Avenue and Eighth Street East.

### **The San Antonio/Fruitvale District**

#### *Land Use and Urban Design*

##### **Embarcadero Cove/Union Point**

SAF-1: Encourage the development of water-oriented commercial uses within the Embarcadero Cove that provide for public access and visibility to the shoreline.

##### **Brooklyn Basin**

SAF-2: Maintain the role of the area as a place for food processing and manufacturing, and retain light industrial uses.

SAF-3: Allow for a limited amount of compatible office, support commercial and institutional uses.

SAF-4: Maintain the industrial character of the area.

##### **Con-Agra Industrial Waterfront**

SAF-5: Allow for heavy industry to continue, while providing for the transition to a mix of new uses.

SAF-6: Redevelop the area with a mixture of waterfront-oriented residential and/or commercial activities, if and when industrial uses phase out of the area.

SAF-7: Encourage new development that is compatible with the scale and character of surrounding uses.

SAF-8: Provide for strong linkages to surrounding areas, and orient new development to the water.

SAF-9: Provide for more specific planning of the entire Con-Agra area.



### **Kennedy Tract**

SAF-10: Encourage preservation and expansion of the affordable residential neighborhood in the Kennedy Tract.

SAF-11: Provide for a mixture of compatible uses with emphasis on a variety of affordable housing types, to reinforce the sense of neighborhood and establish a more positive relationship with the Estuary shore.

SAF-12: Maintain a character of small-scale buildings within a fine-grain urban pattern.

### **Owens-Brockway**

SAF-13: Retain the existing industrial use within the area.

SAF-14: Improve the compatibility between industrial and residential uses within this area, and enhance the relationship of the plant with the waterfront.

### **42nd Street/High Street**

SAF-15: Encourage the reuse of existing warehouse properties south of Alameda and

west of High Street for high-quality retail uses that complement adjacent commercial uses and reinforce the area as a regional-serving retail destination.

SAF-16: Provide for new commercial activities adjacent to the 42nd Avenue interchange.

### **East of High Street/North of Tidewater**

SAF-17: Maintain existing viable industrial and service-oriented uses, and encourage the intensification of underutilized and vacant properties.

SAF-18: Provide for commercial uses that can benefit from proximity to freeway interchanges and serve both regional and local markets.

### **East of High/South of Tidewater**

SAF-19: Provide for continued industrial use, but also encourage new research and development and light industrial uses compatible with the overall character of the surrounding area.

SAF-20: Establish a site-specific and coordinated planning process, to be undertaken prior to development.

### ***Open Space and Public Access***

SAF-21: Develop a continuous open space from Damon Slough to Ninth Avenue.

SAF-22: Develop a major new public park at Union Point.

SAF-23: Extend Martin Luther King, Jr. Regional Shoreline Park.

SAF-24: Extend the Bay Trail from Embarcadero Cove.

### ***Circulation***

SAF-25: Provide a continuous Embarcadero Parkway from Ninth Avenue to Damon Slough.

SAF-26: Provide a continuous bikeway from Ninth Avenue to Damon Slough.

SAF-27: Construct a new full-movement interchange at 23rd Avenue, with direct linkages to the Park Avenue Bridge.

SAF-28: Construct an urban diamond interchange at 42nd Avenue, with frontage road connections to Fruitvale.

SAF-29: Enhance 29th Avenue as a local connecting street.

SAF-30: Improve the Fruitvale Avenue corridor as a pedestrian and transit linkage between the waterfront and the BART transit village.

SAF-31: Enhance High Street as a local connecting street.

## Implementation

### Institutional Framework

IMP-1: Explore the creation of a nonprofit corporation in close association with the Port Commission and Redevelopment Agency, with the primary responsibility for waterfront development and revitalization.

IMP-2: Extend redevelopment project areas to include the entire Estuary planning area, either within the boundaries of existing areas or within a new project area.

IMP-3: Consider expanding the role of the Planning Commission to include environmental clearance, review, and conformance of development with the General Plan, including the Estuary Plan.

### Priority Actions and Catalyst Projects

IMP-4: Undertake catalyst projects aimed at revitalizing Lower Broadway.

*4.1: Utilize public agency powers for site acquisition/land assembly.*

*4.2: Utilize tax increment financing for the entertainment complex.*

*4.3: Utilize public funding for Broadway streetscape improvements.*

*4.4: Utilize parking program funding for the mixed-use parking structure.*

*4.5: Undertake a coordinated approach to managing and maintaining the central Jack London area.*

IMP-5: Provide for the expansion of parking facilities in the central Jack London area (i.e., generally between Jefferson and Webster/Alice streets) as part of a coordinated parking program aimed at serving the full range of adjacent activities.

*5.1: Undertake parking garage expansion incrementally, as justified by supply and demand.*

*5.2: Utilize parking garage revenues and other funding sources to fund new parking garages.*

IMP-6: Explore the creation of a Community Facilities District for financing new parking garages, Lower Broadway streetscape improvements, and central Jack London area management.

IMP-7: Provide for the expansion of Estuary Park in a manner that improves its public visibility and usability, and that sets the stage for larger open space and public



improvements in the Oak through Ninth Avenue District.

*7.1: Secure public funding for implementation of the expanded park.*

IMP-8: Undertake the improvement of Union Point Park as a citywide and neighborhood-serving open space resource.

*8.1: Secure public funding for the construction of Union Point Park.*

IMP-9: Coordinate with Caltrans and the Alameda County Congestion Management Agency to maximize the public benefits associated with major transportation projects.

*9.1: Provide for access improvements in association with the Fifth Avenue Bridge project.*

*9.2: Provide for access improvements in association with the High Street/42nd Avenue Bridge project.*

## Public Improvement Funding

### Open Space

IMP-10: Provide for the funding of public open space improvements described in the Estuary Plan.

*10.1: Require new development to contribute to implementation of the public open space system.*

*10.2: Apply any future open space credits to the Estuary planning area as a first priority.*

*10.3: Pursue local, regional and state funding sources to implement the open space system.*

*10.4: Plan for a citywide bond issue for the waterfront.*

*10.5: Provide for funding for operations and maintenance of open space and public access projects.*

### Transportation

IMP-11: Provide for the funding of transportation improvements described in the Estuary Plan.

*11.1: Pursue state, regional and local funds for transportation improvements.*

*11.2: Coordinate with other relevant jurisdictions to develop local and regional consensus on the program of transportation improvements.*

*11.3: Accelerate the design of proposed transportation projects to promote their funding viability.*

## Regulatory Framework

IMP-12: Incorporate and enforce specific regulations governing future development for all lands within the Estuary area.

IMP-13: Prepare and adopt Specific Plans for portions of the Estuary planning area prior to development.

*13.1: Prepare a Specific Plan for the area between Estuary Park and Ninth Avenue.*

*13.2: Prepare a Specific Plan for Con-Agra and the adjacent properties when existing businesses are no longer viable in the area.*

*13.3: Prepare a Specific Plan for the waterfront properties east of High Street when the existing businesses are no longer viable.*

IMP-14: Undertake the preparation of more detailed transportation and “plan-line” studies to establish the specific alignments and rights-of-way for the Embarcadero Parkway.

IMP-15: Require, as a condition of new development, assistance in the implementation of key streetscape and public open space improvements that are immediately adjacent to the subject properties.



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